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ABSTRACT

This Commission of the European Communities' report concerns problems associated with the right of workers to receive study leave in member states. The study focuses on Belgium, Federal Republic of Germany, France, Italy, Luxembourg, and the Netherlands. An addendum analyzes the United Kingdom and Denmark. Findings are presented in seven sections. The first section explores the nature, limits, aims, and definition of study leave. Section 2 discusses legal bases and presents a paradoxical finding: where collective bargaining is most established, workers have appealed to legislative powers to solve leave study problems; where negotiation resistance is strongest, workers have attempted to further training rights via collective agreements. In section 3 types of training courses (their reason for being, aims, content, and duration) are discussed. In section 4 training certificates and training programs are touched on, and in section 5 control of training establishments is examined. In section 6 it is concluded that training leave and remuneration rights may be difficult for employees to obtain, but in section 7 it is noted that prospects for gaining wider acceptance of study leaves are improving. Following the addendum, each country's educational leave concepts and practices are examined at length. (CSS)

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Educational leave in Member States

CE 017 389

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COLLECTION STUDIES
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Brussels, August 1975

1. This study concerns the problems connected with the right to study leave that has developed in recent years and compares the situation in the various Member States.

2. To take account of workers' growing needs for education and continuous training and their social, economic and cultural aspirations, an examination has been made of the present situation as regards laws and collective agreements on the right to training.

3. In this context and in view of the interest shown in this question, especially by trade unions and professional associations, the Commission staff entrusted independed experts with the task of making a comparative analysis of the existing provisions on educational leave in national laws and collective agreements, first in the original six countries and then in the new Member States of the Community.

4. The study covers the main features of the various types of educational leave in the Member States, with special reference to those measures in force in Member States that are designed to create or improve workers' opportunities for further training or retraining. In principle, therefore, the study relates to those measures which affect the employment or apprenticeship, relationship by providing for absence from work. The study consists of a synthesis and eight national reports(1).

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(1) It has not been possible to collect data on Ireland in sufficient time.

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SYNTHESIS STUDY OF EDUCATIONAL LEAVE IN THE EUROPEAN COMMUNITY

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Paris, December 1974

FOREWORD

1. In 1972 the Commission, aware of changes in EEC countries in the field of the continuous training of employees, decided to study the problems arising from the development of the right to study leave and, more generally, paid educational leave in recent years.

   To take account of workers' growing needs for education and continuous training and their social, economic and cultural aspirations, it was necessary to review the situation as regards legislation and collective agreements on the right to training.

2. To this end, and in view of the interest shown in this problem by trade union and professional associations, the Commission entrusted independent experts with the task of making a comparative analysis of the existing provisions on study leave under national legislation and collective agreements, first in the six original countries and then in the three new Member States of the Community.

3. This study was prepared over several years and has consequently given rise to a number of difficulties. The earliest reports date from 1972, the most recent from 1975. No information was collected concerning Ireland. At the same time public positivelaw and collective agreements have been changing under the pressure of economic, social and political events.

   Howsoever it may be, spreading the research over some time has affected the actual form of the study : the study proper covers the six original countries ; an addendum deals with the situation in the United Kingdom and Denmark.

   It will, however, be noted that a certain continuity has been maintained thanks to the Commission staff and various efforts to keep the data up to date, both as regards quantity and quality.

4. Stress should be laid on the necessary limits imposed on the study :

   - Spreading the research over some time necessitated constant updating to take account of developments in positive law : it is not certain that all these changes have been taken into account. For example, no account was taken of the present negotiations between employers and trade union organizations to reform the French arrangements on training leave.

   - For lack of time and particularly for lack of any precise information in this field, the study stresses the legislative provisions, regulations and collective agreements legally applicable to study leave :

It would have been interesting to examine the extent to which such provisions are in fact applied and have entered into the practice of the countries concerned.

- Lastly, the study was launched at a time when the economic climate was favourable in the EEC countries as a whole. This is no longer true and it is not certain the problem has the same priority in the eyes of the various parties concerned, since the difficulties encountered are seen in terms of employment, unemployment and working conditions.

5. This being said, all the reports mention the existence in each country of three types of study leave :

- workers' educational leave
- leave for young employees
- leave for training purposes.

However the study deals mainly if not exclusively with training leave for the following reasons :

- other international organizations, in particular the ILO, have done some major work on workers' educational leave to which reference can usefully be made ;
- the provisions on leave for young persons no doubt pose some problems as regards their practical application but give rise to no special difficulties ;
- most important of all, the problems raised by the right to training leave have taken on a new dimension in recent years : a number of national reports refer to leave for the purposes of general training, vocational training, or even training of a social or political nature ; conditions of access to training leave vary from one country to another.

Consequently, since the problems associated with the right to training leave have acquired a new dimension in recent years, a comparative analysis of current provisions in the EEC was a prime necessity.

6. In other words, the aims of the study, which are necessarily modest at the present time, are to take stock of the situation. What stage had legislation and collective bargaining on the right to training leave reached by the end of 1974 ? Can the guidelines for a prospective study of the subject be laid down ?

This study attempts to adhere to the experts' plan and provide an answer to both questions :

I. Definition of the notion of study leave

II. Legal bases

III. Types of training

IV. Training programmes

V. Training establishments

VI. Conditions for granting study leave and possible methods of financing

VII. Measures planned (in the long and the medium term) in respect of study leave.

I. NATURE, LIMITS, AIMS AND DEFINITION OF STUDY LEAVE

PLAN : A. Findings
B. Comment
C. Definition

A. Findings

The six reports currently at our disposal have provided a first attempt to come to terms with the notion of study leave :

- generally speaking, this notion is as yet an unfamiliar one in the Netherlands;
- the notion of study leave as such is rarely used in France ;
- the expression "study leave" appears very little, if at all in current written law and the laws set up by collective agreements in Belgium. However, the terms "part-time study leave", "day release" and "union training leave" etc. are used ;
- the foreword to the Italian report and the German chapter on the analysis of the meaning usage has given to study leave show just how difficult it was for the writers of the reports to define the notion with any clarity.

With this in mind, the reports attempted, not always successfully, to define the notion. Furthermore, it appears that current texts give no homogeneous definition of the training courses which study leave makes available.

1. The notion of study leave

a) The notion of leave

- Belgium : the Law of 10 April 1973 grants day release to workers with a view to their social advancement.

- France : current contractual and legal texts make a distinction between training courses on which the employee is sent by the employer and training leave to which every worker is entitled.

- Italy : Article 10 of the Statutes for Workers (Law No 300 of 20 May 1970) provides that : "worker-students following regular courses of study ... shall be entitled to working hours such as enable them to attend such courses and prepare for examinations ... The worker-student, including any at university, shall be entitled to paid day release to sit examinations".

- Federal Republic of Germany : after giving a complete picture of the current situation regarding the various types of study leave available to workers with a contract of employment, the German report mentions measures on behalf of housewives, also known as "training leave", although such women have no contract of employment.

- Finally, certain reports deal with the problems posed by the training of unemployed wage or salary earners and with leave of absence.

b) The notion of study

All the reports pose the question of the meaning of "study" and, in the absence of any suitable answer, deal with the various possible purposes for which the training period may be used.

1) The German report attempts to cope with the problem in the following way :

"A broad interpretation of the term would mean describing all current measures involving so-called general, vocational and political training. However, if the study leave is thought of as being a period of training organized for the development of society, the study should be restricted to describing a number of typical examples. The right approach would not be to describe continuous training courses for which paid leave has already been granted since paid leave is granted irrespective of the content, aims and organizational methods of study leave. Neither would it be logical to restrict the study to courses recognized by the public authorities since there are no well-defined criteria for such recognition".

2) The Italian report, above all, is exemplary here. It refuses to define the notion of study leave without prior and as full as possible analysis of the economic, social and cultural situation in Italy :

"In wishing to define the concept of study leave via a series of definitions of a preliminary nature, we are running the risk, from the outset, of taking the phenomenon out of the cultural, social and political context to which it rightly belongs. Any definition would remain purely descriptive without a prior analysis of the mould in which education, vocational training and, therefore, the "instrument" of study leave have their origins and their importance".

This analysis is perfectly set out in Chapter I of the study. It can be summed up by quoting the most important passages, which are given below.

- Italy is a "young" State : "the brutal speed at which it has become industrialized since World War II has almost blotted out the defects, gaps and difficulties of an economic and social structure which has not developed at the same rate as the industrial structures".

- The main reasons for introducing study leave are, therefore :

  . the need to compensate for the inadequacies, defects and imperfections of the Italian School system ; this is the leitmotif of the report, a kind of backcloth without which the aims of the legislators and those of both management and workers are incomprehensible ;

  . the problems of bringing young people into employment ;

  . the need for agricultural workers to change over to industry ;

  . more generally, the need for workers to change their jobs because of structural modifications to Italian industry over the last 20 years ;

  . the need to adapt to technological progress.

This part of the Italian report should be taken as an element of general problematics. (Table I : Reasons for the various types of vocational training).

TABLE I - Reasons for the various types of vocational training

SOCIAL REASON	RECIPIENTS	SUBJECTS	AIMS
1. Inadequacy of the school system	Young people seeking first jobs ; the illiterate	Acquisition of basic knowledge	Integration in the production process
2. Depopulation of rural areas	Agricultural workers and craftsmen seeking employment in other sectors	Acquisition of basic knowledge	Redeployment
3. Transformation of industrial structures	Wage and salary earners	Acquisition of further knowledge	Redeployment : further vocational training
4. Technical progress and management improvement	Wage and salary earners and executives	Acquisition of new techniques and know-how	Further vocational training

3) The French report produces a similar analysis, as the typology in the Law of 16 July 1971 shows.

1° Retraining courses enable employees of 18 plus and the self-employed to obtain a different qualification ; preventive courses are aimed at reducing the risk of failure to adapt caused by technical and structural developments, by preparing workers threatened with being laid off for a change of job.

2° Adaptation courses help workers who hold contracts of employment to adjust to a first or a new job.

3° Vocational promotion courses enable wage and salary earners and self-employed persons to obtain further qualifications.

4° Refresher courses are intended for employees who hold contracts of employment and for self-employed persons, to enable them to keep up or perfect their training or education.

5° Pre-training, training and vocational training courses are for 16 to 18 years old who do not hold contracts of employment.

2. Training

The main finding is that all six reports reveal that the nature of the training made available through study leave differs considerably from one country to the next :

- the current Statute for Workers in Italy provides, in principle, that, "worker-students following regular courses of study in State or other public primary, secondary or vocational schools or in establishments which are approved or empowered to issue recognized diplomas shall be entitled to working hours such as enable them to attend such courses" ;
- however, the contractual and legal principle in France recognizes the individual training courses themselves rather than the organization which dispenses them. Of course, the establishment in question figures prominently among the objective criteria for recognition of a course ; nevertheless, the provision of the right to training appears more generous.

For the purposes of comparison, the Swedish bill of 21 May 1974 could be mentioned here (Government proposals for education on the right to educational leave) ; apart from "self-instruction", which is not included, no restrictions are imposed on the type of training which may be involved in the right to training leave, exercised within the prescribed legal limits : "There are no restrictions on the nature of the education, this being a matter for the employee to decide but the proposals do not apply to self-instruction".

B. Comment

There are, traditionally, three ages of man :

- school, during which the youth is supposed to acquire knowledge and does not carry out any professional activity ;
- work, when the adult uses and consumes the knowledge acquired, once and for all, at school ; leisure is considered as a means of recuperating the physical and intellectual strength needed for work ;
- well-earned retirement (after a lifetime which has been devoted to work and rewarded by a long-service medal) when, under the tender gaze of his children, grandchildren and great-grandchildren, the hoary-bearded old man meditates on life while awaiting eternal rest.

This idea of a life divided into ages has been, of course, if not completely overthrown, then at least held up to question, by virtue of the technical and technological progress which demands, as a minimum, the upkeep and perpetual improvement of professional know-how and thus training periods during the working life.

But how far do the provisions studied in the various reports overturn the "immutable school-work-leisure-retirement process ? More precisely, what are the relations between work-training-leisure ? Have workers really obtained the right to study leave ?

1. Work-Training-Leisure

The reports are most descriptive but do not seem to have got to the heart of the matter. Valuable hints, however, appear here and there.

a) The Italian report differentiates between two types of leave :

- productive leave, which emphasizes the close links between work and training ;
- study leave for more general purposes, which tends to isolate training from work and to endow it with more or less total independence. "... study leave has, in Italy, as its historic function, to make available extra-curricular training to improve the productive use of workers. The meaning of this idea of study leave should, however, be extended further to include leave of absence during which the worker can improve his knowledge in any field whatsoever. The difference between the two types of leave is a fundamental one. There is, for example, a major difference between leave granted for the purposes of retraining labour and leave granted to help with preparing for an examination which is not connected with work in the firm.

  Study leave in the strict sense of the term seems to be linked, at the level of ideas, to cultural training in the broadest sense and to have aims which may not be necessarily and solely centred on production.

  Other types of study leave, in industry in particular, enable those benefiting from them to familiarize themselves with certain stages in the production process and, therefore, to carry out a job similar to the one which they will soon be called upon to do in the firm", etc.

b) The German report, for its part, defines the notion of study leave as follows : "the word "leave" means that permission has been given for absence from the institution (once the cloister and now the place of work).

Together with "training", the expression is first of all in opposition to "rest leave". However, if the two terms are considered from the recuperation angle, what were opposite expressions now become parallel. Rest leave and training leave complement each other as from the moment when, due to a social need for recuperation, recovery of both the intellectual and physical strength needed for everyday production and the acquisition of that which contributes to enriching the life of the individual and to the democratization of society, is meant.

Once the need for this is recognized, it naturally appears that training leave cannot be granted to the detriment of rest leave and that the latter cannot be substituted for the former. Since the reports in question are relatively old, it is vital to investigate thoroughly this basic question. Furthermore, the recent collective agreement in the Italian metal industry and the OECD work on continuous education are encouragement along these lines.

2. The right to study leave

As we saw above, the reports dealt with the problems of training within and without the contract of employment and made a more or less clear distinction between employees attending courses at their employer's instigation and exercising their own right to study leave.

Can it be said that the six pages studied reveal the existence of a real right to study leave, even if it means laying down the arrangements for this ? It should be remembered here that the ILO Agreement N° 140 on paid educational leave recognized that "paid educational leave should be considered as one of the means of meeting the real needs of every worker in contemporary society", and that such a provision seems weaker than earlier proposals : "paid educational leave is a new right for the worker" or is a "new social right" (1).

ILO Recommendation N° 148, moreover, goes further : "workers must be free to decide what training course they wish to follow".

The texts in question do not go as far as this :

- Of course, in France, the Agreement of 9 July 1970 recognizes the right of wage and salary earners to training leave although it is limited strictly to work-orientated fields. Furthermore, although the Law of 16 July 1971 deals with the organization of continuous vocational training within the framework of continuous education, remuneration rulings prohibit, to all intents and purposes, the worker from exercising this free choice.
- The Italian report finds that productive leave is encouraged by firms (especially large ones) since they see it as a kind of investment, while leave for more general purposes is considered in a less favourable light since it is of no great direct advantage to the firms.
  Admittedly, Article 28 of the collective agreement in the Italian metal industry provides that workers who, with a view to improving their own educational level (...) desire to follow training courses in public or officially recognized institutions, shall be entitled (...) to paid leave for a number of hours over three years provided for all wage and salary earners (...) (in this case, a maximum of 150 hours).
- Similarly, although the Belgian Law of 10 April 1973 on day release for workers with a view to their social advancement entitles employees to absent themselves from work without loss of earnings, the inbuilt safety mechanism seems singularly restrictive.
- Finally, whatever the positive aspects of the contractual and legal texts currently in effect in Federal Germany, it is still the case that "the raising of the level of general training does not in itself justify the granting of training leave" ; a relationship should be established between the type of training and vocational and socio-political training. The whole value of general training lies in this relationship.

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(1) In an article in the Revue Internationale du Travail of June 1973, O. Voronon points out that, although the notion of paid study leave is not a new one, it is only recently that the question of this leave as a social right has become a topical one in a large number of countries.

C. Definition of study leave

At this stage in the analysis, and in the light of the foregoing developments, it seems both desirable and possible to define the notion of study leave.

1. From a negative point of view, study leave does not cover :

   - initial training ;
   - the integration of young people into professional life ;
   - the training of dismissed workers, particularly in cases of large-scale laying-off for economic reasons ;
   - the worker attending courses at the instigation of the employer in accordance with obligations connected with the contract of employment.

2. From a positive point of view, study leave supposes :

   - initiative on the part of the wage or salary earner within the framework of his contract of employment and without breaking the latter (notion of right) ;
   - free choice by the worker of :
     - . course content : the notion of study here seems singularly subjective and should be considered in as broad a sense as possible. The training desired by the worker entitled to the leave, according to his personal goals, may, in fact, be of a professional order (desire for promotion), cultural in the strictest sense of the word - or related to union activities, civics, politics, etc. (1)

       In other words, the right to study leave must enable the worker in question to take stock of the situation in relation to himself, his firm, his profession and the society in which he lives ;
       the training organizations likely to meet his needs ;
     - . freedom of choice (moment of decision, initiative, choice of course and training organizations);
   - the assimilation of both training and work periods for the calculation of benefits linked to years of service, remuneration and so on.

   In other words, the right to study leave provides wage and salary earners with the possibility of arranging areas of liberty within their contract of employment,

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(1) The German report is particularly interesting in this respect.

II. LEGAL BASES

A. Findings

One, particularly paradoxical, finding clearly emerges from the various reports :

- countries where collective bargaining is most firmly established in tradition have appealed to the legislative power to solve the problems posed by the introduction of study leave ; and
- conversely , where the resistance to negotiation is strongest, an attempt has been made to further the right to training via collective agreements.

1. Countries where collective bargaining is traditional

The German example is a particularly striking one :
"Some years ago, many experts considered that the best solution was to introduce training leave via collective agreements. Since then, most of them have changed their minds. The attitude of the Federation of German Unions is symptomatic of this ; in its "Principles followed by the Federation of German Unions in respect of paid educational leave" in 1966, it stated that the Federation gave preference to agreement regulations. Barely six years later, the "Principles for a Training Policy" (7 March 1972) mentioned that the right to training leave should be ensured by legal provisions.

It may be concluded from this turnabout in the experts' opinion that the solution whereby study leave would be governed by collective agreements had encountered certain difficulties" (p. 12 of the German report)

Similarly, reference could usefully be made here to the Swedish bill. This, of course, is a draft of an outline-law making management and workers responsible for negotiating the specific implementing provisions. Nevertheless, the draft law creates the right to study leave and governs a certain number of specific problems : the requisite conditions for access to training as part of this right, an order of priority, etc.

2. Countries where recourse to the legislative power is traditional

This is particularly the case of Belgium, France and Italy.

- In Belgium, the report specifies that "the basis for initiatives is most often to be found in a collective agreement, although sometimes in written law". There follows a list of legislative texts, particularly in the fields of general and vocational training.

It is, however, the Law of 10 April 1973 which provides day release for workers with a view to their social advancement and, until the entry into effect of the collective agreements provided in Article 4 of the legal code, a Royal Decree will fix the arrangements for day release. Similarly, Royal Decrees may fix other day release arrangements for workers in firms with less then 10 employees.

- In France, the law is omnipresent :
  - . the right to training leave was created, not by agreement, but by a Law of 3 December 1966, which stated that implementing decrees would deal with any specific problems. These decrees have never been issued ;
  - . negotiations after the Constat de Grenelle (1968) resulted in two agreements : the Agreement of 10 February 1969 on job security and, most important, the Agreement of 9 July 1970 on vocational training and further training which, for wage and salary earners in trade and industry, replaces the implementing decrees of the Law of 1966 ;
  - . the Law of 16 July 1971 on vocational training continues, within the framework of continuous education, to extend to all workers the field of application of the 9 July Agreement ;
  - . the problems posed by the amendments to the Law are currently being put forward for collective bargaining ; the public authorities, in fact, wanted negotiations to open on the subject and will only shoulder their responsibility here on 1 July 1975 if the discussions break down.
- In Italy the problem is apparently a more complex one ;
  - . as regards vocational training, the main lines of the current system are laid down by Article 10 of the Statute for Workers (Law N° 300 of 20 May 1970) ;
  - . however, it would appear that the driving force behind study leave (in the strictest sense of the term) is the collective agreement (e.g. the Collective Agreement in the metal industry).

B. Comment

It seems, in fact, that the paradox is only skin deep.

To the extent that the State is responsible for defending the general interest, it is obvious that it cannot fail to take notice of vocational training in Italy, where, as the ISRIL report states, the defects, gaps and imperfections of the Italian school system must be remedied as a matter of urgency and where general schooling is inadequate.

Similarly, once employment-oriented problems of training were solved in France and Federal Germany, via collective agreements, the State, in the name of general interests, could not afford to ignore the problems of cultural training.

On a more profound level, as Jacques Delors (1) says, "should professional relations be divided into three different areas with, of necessity, different therapies and different procedures ?

These areas are the area of necessary convergence, the fight for a share of the fruits of expansion and ideological conflict.

If our procedures lead us to distinguish these three areas, if we can accept that the rules of the game are different for each of these three areas, we could make a good deal of progress.

By area of necessary convergence must be understood the use of vocational training, hygiene and security.

What union-member whose daily task is to defend the moral and material welfare of the workers could neglect these problems for revolutionary and ideological reasons ? The two or three partners in the social contract (state, employers, unions) must accept joint action ...".

C. Provisional conclusions

In other words, going beyond appearances, whether it be a question of vocational or cultural - in the strictest sense of the word - training, the two main sources of the right to training must be combined and this combination is real in the various countries, irrespective of emphasis put elsewhere by such and such a report on the Law or on the Collective Agreement.

In reality, the game is a three-sided one played by the State, the employers and the unions and can be varied depending on the balance of strength, economic interest and social aspirations.

Finally, we, together with most of the report-writers, should take account of the various levels of negotiations : in practice, whatever the content of a national law or an agreement covering various professions, the text can only be applied if the least centralized negotiations can be successfully concluded, at the level of the professions, the regions, even the firms and the individual himself, within the framework of the contract of employment. (The Italian report alludes to this hierarchy of sources of the right to training : Constitution, Law, collective agreements at national level and in firms, contract of employment).

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(1) L'Express, 12-18 June 1972, p. 159, quoted in : J.M. Luttringer, les Institutions de la Formation Permanente et leur rôle, Armand Colin.

III. TYPES OF TRAINING COURSES

It has been difficult to draw conclusions from the various types of training described in the reports : their origin, whether contractual or legal, depends on varied economic and social situations and motivations. However, a more thorough study could be fruitful and would throw light on the positions of the various parties concerned, thus laying the foundations for a concrete policy on the right to study leave as defined above.

A. The following factors are defined and discussed in the synthesis of the national reports :

1. The factors behind the development of continuous training in the Member States of the EEC :

   - institutional factors : to compensate for the shortcomings of the educational system, the State hopes to restore equality of opportunity by providing supplementary training opportunities ;
   - structural changes, of which the external signs could be : geographic and occupational mobility, exodus from the land, decline or rebirth of small craft industries, changes in industrial structures, contraction or expansion in certain occupational sectors ...
   - technical and technological progress, which leads firms to provide extra vocational training and further training for their staff, with ever more ambitious training schemes ;
   - the employees' wish for self-betterment by participating in company training schemes or by using the training leave available to them under current provisions.

2. With this as the general picture, a more systematic study is then made of the training as such, with special reference to its aims, content and duration.

   - aims : they vary according to the legal and economic position of the trainee, which depends closely on the economic situation of the enterprise and the sector to which it belongs.
     Particular attention is paid to :
     - measures to mitigate the consequences of mass redundancies (preventive and conversion measures) ;
     - measures to facilitate integration into working life : pretraining for school leavers with no qualifications ; retraining for workers under contract so that they can find new jobs ;
     - measures designed to refresh or improve occupational skills or general knowledge or to enable the trainee to qualify in another field.

- Content

In most reports the following distinctions are made :

- Vocational and general training
- Training in union affairs
- Civic and political training

However, a number of questions can be asked. Is the distinction between vocational training and general training relevant in all cases ? Is there not a danger that general training unrelated to occupational practice will become too abstract ? On the other hand, can there be any vocational training worthy of the name without a minimum background of general training ?

- Duration

It is clear that the length of a training course depends on its aims and content. For example, a full training course cannot last a few days.

3. Training is organized either by the undertaking or by a training establishment. In the latter case, it is important to obtain the following minimum information :

- Is the establishment approved ?
  - . by the State ?
  - . by a joint body ?
- Is it a public or private institution ?

4. Lastly, a complete analysis should include reference to the person concerned, that is, the employee enrolled on the course :

- In the first place, is the trainee a wage-earner, that is, an employee under contract, or a self-employed person ?
- If an employee, the following should be specified :
  - . age : young workers, adult workers
  - . sex
  - . nationality
  - . occupational qualifications
  - . functions performed, particularly in the case of training in trade union affairs and training for young persons
- Has the employee enrolled :
  - . on his own initiative ?
  - . at the employer's behest ?
- Does he continue to be remunerated during the training course ?
- Is the cost of accommodation taken over and if so, by whom ?
- Does the trainee pay the fees, or are these defrayed by an institution ? If so, which ?

5. Causes (see the Italian report in particular)

- inadequate school system ;
- structural changes : depopulation of rural areas, the move away from independent professions, change in industrial structures ;
- technical and technological progress ;
- desire on the part of the workers to improve their "personal weighting" via study leave as outlined above.

6. Aims (see the French report in particular)

- retraining ;
- prevention ;
- adaptation ;
- promotion ;
- refresher courses :
- pretaining and initial adjustment to professional life.

7. Content

- vocational training ;
- general training ;
- training in union affairs ;
- civics and politics (Federal Republic of Germany).

8. Duration

9. Initiative

- on the part of the employee, as part of his contract of employment ;
- on the part of the employer.

10. Courses, whether paid for or not

11. Courses, whether recognized or not

Recognized by :

- the State
- joint bodies.

The above will constitute a kind of table which will only be able to be used properly when all the reports are available.

IV. TRAINING PROGRAMMES

All the reports contain a certain number of examples of training programmes. It is, however, extremely difficult to draw any definitive conclusions because of the present state of our information and the vast number of organizations currently working on what is called the education market.

One point, however, should be dealt with more thoroughly - testimonials.

A. Most of the reports are brief here :

"Syllabuses of courses leading to diplomas must be standardized and the organizers must collaborate on making the various diplomas comparable. The State will have to take increasing responsibility for such courses" (Federal Republic of Germany).

Article 10 of the Belgian Law of 10 April 1973 provides that : "to qualify for day release, the worker shall produce a paper to show that he is properly enrolled in an establishment which provides such courses (...) and shall inform his employer of any absences".

"According to country and institution, students on the courses receive attendance certificates or certificates testifying that they have passed the final examination. In certain cases, where relations between the training establishment and the firm are close and where part of the training and the follow-up take part at the place of work, official documents - whose practical value is, in any case, extremely relative - are dispensed with although the firms do not undertake automatically to guarantee special advantages as regards remuneration and promotion for workers who have attended the above classes." (Luxembourg report).

B. Objective value of the certificates

In the same way as the Luxembourg report, the Italian and French reports bring up the problem of the objective value of the certificate.

- In Italy, the wage or salary earner who has followed a course receives a certificate to the effect that he has successfully attended classes ; it may contain a certain breakdown of results. The problem is not thus to check whether a certificate has in fact been issued at the end of the course, but to determine its objective value.
- A similar situation exists in France. The fact that a diploma is not necessarily awarded at the end of a training course conflicts with the national habit of attaching a mythical significance to diplomas. However, employees are not bound to promote the employee who has successfully completed a course.

In other words, neither law nor collective agreements recognize the certificate as having any legal value whatsoever and the problem can therefore be set out in the following manner :

- does the refusal to link training to promotion lead the employee to reject any such training ? Conversely, would not such a link lead to a falling off of interest on the part of the employers ?

- should not a distinction between initiative on the part of the employer and the employee again be made here ?

In the first case, there would be an obligation, more or less imposed by the Agreement, for the employer to provide the employee, whom he has sent on a course, with the promotion he has merited ? In the second case, within the framework of the right to study leave as defined above (free choice etc), he would, on the other hand, have no obligations, not even moral ones ;

- should the question be looked at within the context of a revision of job classifications ?

V. TRAINING ESTABLISHMENTS

The question which the Commission put to the report writers, finally, was whether the public authorities enjoyed a monopoly, or, on the other hand, was there a certain amount of variety ?

It would, in fact, have been quite possible to invent a Ministry of Continuous Education, "doubling up" with the Ministry of National Education which would be responsible for initial training.

The various reports reveal a certain variety. Article 1 of the French Law of 16 July 1971 clearly illustrates the Community situation. It states that it is provided by the State, local collectivities, public establishments, associations, professional, union and family organizations and firms.

The liberalism displayed by the public authorities of course authorizes fruitful experiments to be made in adult education and, above all, it enables the various parties to take the initiative and to play their full part in the education market with its frequent ideological conflicts.

One can, of course, still wonder whether, in the light of public, joint and union control, such liberalism does not lead to frequent abuse which, qualitatively speaking, would rob study leave of any significance. The reports are uninformative here and the question should doubtless be gone into more thoroughly in the final analysis.

The reports are uninformative on this point and no firm statement can be made. It may be said, however, that the very variety in the training courses offered tends to provide some means of control :

- by the public authorities
- by the employers' and trade-union organizations
- by the trainees themselves.

VI. CONDITIONS FOR GRANTING STUDY LEAVE

A. Is the right to study leave a recognized one ?

The various reports enable a certain number of proposals to be advanced.

As the Italian report so rightly says, the notion of study leave should have a precise meaning and not confine itself to cases where the worker, on his own initiative, enrols in general or vocational training courses. Consequently, study leave can only be granted on certain conditions when the worker in question so requests.

Consequently, even if certain studies necessarily bear upon vocational training as a whole, anything connected with leave of absence granted by the employer should be separated from legal and contractual provisions.

Once this preliminary remark has been made, France is the only country to give clear and precise recognition to the right of the employee to study leave, on request to his employer. There are, of course, rules governing this right and, moreover, it does not necessarily involve continued remuneration. It is still the case, however, that the employer may not make any definitive opposition to this right, regardless of the content of the desired course.

The Italian, Belgian and Luxembourg reports are inadequate. Since they were written, the legislative powers have acted and major agreements have been signed so that the right to training has undergone considerable development.

The Italian report emphasized that a great deal of progress had been made with the collective agreements signed in recent years and with the Statute for Workers. The collective agreement in the Italian metal industry recognizes the worker's entitlement to paid leave to improve his own culture.

Similarly, the Belgian Law of 10 April 1973 recognizes the worker's right to absent himself from work to attend part-time classes for social advancement.

Finally, although inadequate information makes it difficult to give an opinion on the situation in Luxembourg, it would appear that the drafts and proposals for laws dealt with in the report are moving towards the idea of a right, in spite of the fact that the word itself is not used.

In the Federal Republic of Germany the right to training leave is established in the Länder of Berlin, Bremen, Hambourg, Hesse and Lower Saxony. Special provisions as regards training leave are laid down in 200 collective agreements, affecting about 2.5 million employees in all.

B. Technical aspects

Thus, in France, and to a lesser extent in the other countries under examination, the employee has a new entitlement - the right to study leave. The conditions for exercising this right must be emphasized ; the problem is no less fundamental for being technical.

1. Conditions required for exercise of the right to leave

We shall not here, of course, draw up an exhaustive list of the conditions for use required by contractual and legislative texts in the six countries in question.

It should be noted, however, that in all the cases as a whole, there are three types of conditions which are most frequently required. These are :

- conditions linked to the employee in person - his years of service in the firm or profession ; his age ; previous training (used either as a motive for turning down the request for leave or as a motive for granting it) ;
- conditions linked to probation on apprenticeship - period, subject to regulation by public authorities on collective agreement;
- conditions linked to the firm - generally speaking, included in the most liberal laws (Swedish ones in particular), an attempt has been made to avoid the risk of disrupting the work of the firm. Hence a certain number of provisions on the percentage of employees to be absent at any one time, the need to submit the request for leave within reasonable time limits and, in any case, the possibility for the employer of holding over leave of absence. (In Federal Republic of Germany, the works council seems to play a particularly important role here).

2. Training leave and the right to remuneration

The texts do not seem very clear on this point. One conclusion can, however, be drawn. Maintenance of the wage or salary of the employee attending a training course of his own choice is not automatic.

- Federal Republic of Germany : Although the employer goes on paying the employee who has been granted leave for study purposes, as granted to members of the works council or pursuant to certain collective agreements, and when the employee in question is a civil servant, the loss in earnings is not made up in respect of further training activities which could be the object of training leave. However, certain bodies, such as unions, pay a wage or salary to employees on courses or award them grants to make up for the loss in salary.
- Belgium : The Law of 10 April 1973 lays down that during the hours of absence which he may request, the employee is paid normally and at the usual time by his employer. The normal wage or salary is calculated in accordance with the relevant legislation on paid non-working days. The amount calculated in this way is, however, limited to Bfrs 28.000 per month.

- **Italy** : The Statute for Workers only recognizes the right of the worker-student to paid leave in order to sit examinations. Admittedly, this legal provision is only meaningful if account is taken of national collective agreements and agreements in firms. (The Collective Agreement in the metal industry provides that a maximum of 150 hours paid leave may be registered per individual per 3-year period).

- **France** : Both agreements and the law itself introduce the notion of recognition:

  . if the course is recognized by a joint industrial council, the first 160 hours are paid by the employer. Remuneration over and above this may be maintained if the council has made a special decision. If the course is also recognized by the State as regards remuneration, the latter may pay allowances to the employee ;

  . if the course is recognized by the State as regards remuneration, the employee receives State allowances which vary according to type of course ;

  . finally, if the course is recognized by neither the joint industrial council nor the State, the employee has the right to take unpaid leave.

However, where union and employers' organizations have set up a training assurance fund, the latter may decide to ensure maintenance of the wage or salary of an employee following a training course.

C. Conclusions

1. In other words, "the right to training leave and the right to remuneration are still incomplete rights which the employee who wishes to study may find difficult to exercise" (J.M. Luttringer). Moreover, a brief look at current texts reveals that the types of training for which encouragement is given are those which are useful.

   Finally, employees are usually in doubt as to continued remuneration as well as to the period over which payment will be made. It is therefore vain to speak of free choice and, in fact, although a large number of employees are following courses at their employer's request, very few have made use of the right to study leave.

2. In fact, the definition of the requisite conditions for entitlement to study leave is the result of a policy decision. Thus, for example, the fact that training leave is reserved for those who have already attended certain courses or even already obtained a number of diplomas, is contrary to the idea whereby study leave should provide motivation for training. Such regulations open the way to continuous education precisely for those who have already reaped the benefits of education. They widen the gap between those who have stopped learning and those whose training has already enabled them to improve their social or professional situation (German report).

   Such regulations are currently in effect in the countries under review. The Belgian Law of 10 April 1973 lays down that the employee has the right to absent himself from work, without loss of remuneration, for a number of hours of classes in the year of study in question, if he has already successfully completed at least two years of part-time education.

If it is added that no texts provide satisfactory means of regulating the problem of the responsibility for the costs of the course, it will not be cause for surprise that, even in countries - e.g. France - where everyone has equal rights to study leave, the so-called study leave is mainly used by the educational haves, rather than the have-nots.

3. Finally, with the exception of the French report (Methods of Financing provided by the Law of 16 July 1971), there is no report which deals systematically with the financing of training.

It should, however, be noted that the Belgian Law - not mentioned in the Belgian report - includes financial provisions to share the cost of continued remuneration and the attendant social security contributions between the State and the employer (half each).

It would be interesting to hear the opinion of employers and employees here. (The French system of financing does not, for its part, entirely satisfy the unions).

VII. PROSPECTS

We put forward, under I of this study, a definition of the right to study leave based on the initiative of the employee, free choice of course content and free choice of the employee entitled to such leave as to whether or not to avail himself of it. If, however, he has decided to use it, he is free to choose the courses which meets his needs of the moment.

At this stage of the study it seems necessary to go further. Of course there are barriers to the application of the existing instruments in the Member States ; however, despite these barriers, prospects are opening up for the wider acceptance of the notion of study leave.

Barriers

In addition to the well-known psychological, sociological and economic barriers, employers' and workers' attitudes towards study leave, and the policy of the various professions and public authorities, it is clear that the development of a coherent policy of continuous or recurrent education may be impeded by :

(a) Economic barriers :

The current instruments in the countries studied by the various rapporteurs were drawn up during a period of unprecedented economic growth in western Europe.

This being no longer true, two attitudes are possible :

- the first is to encourage all forms of study leave, regardless of content, not for philanthropic or humanistic motives, but to mask real unemployment. In this case, can there be any right of initiative or free choice ?
- On the other hand, to combat the economic crisis, employers and politicians could take a hard line and regard the exercise of the right to study leave as an unacceptable luxury in these hard times.

(b) Socio-political barriers

Regardless of the economic crisis, the differences that emerge from the reports show that links exist between the organization of continuous training and the political structure of a country.

For example, the Federal Republic of Germany is the only country to recognize the employee's right to training in union affairs and politics : "recuperation means not only recovery of the physical and intellectual powers needed for everyday production, but also the acquisition of that which contributes towards the enrichment of the individual life and the democratization of our society".

In other words, if the Federal Republic of Germany can go so far in respect of training content, it must enjoy a degree of social and political consensus unknown in other EEC countries, in particular Italy and France.

Conversely, where there is no such consensus and the class struggle is the acknowledged motivating force in changing society, then even if positive contractual or legal arrangements can be reached under favourable circumstances, it is still more difficult to put into effect any gains made by the trade unions.

The OECD have put forward a strategy for continuous education called "recurrent education". This presupposes that employees will obtain a number of legal guarantees ; in the light of the current economic and social situation, it is by no means certain that such a strategy can automatically be put into effect.

The survey, which was intended to describe the arrangements made for training leave in the Member States, has shown that there are considerable differences in all respects.

However, initial achievements and experiments lead to the conclusion that training leave can be an effective instrument for helping workers to adjust to change, of which they sometimes have to suffer the consequences. Further, such an instrument could be used as part of a more general policy : an active employment policy.

One of the first observations that can be made regarding the provision for training leave is that the arrangements vary widely according to country, region and economic sector. This alone can be regarded as a discriminatory factor making for different social and economic conditions.

Further, to ensure an economic recovery in the EEC, certain efforts are required which necessitate the raising of the general level of training.

These factors (adjustment to change by the workers themselves, implementation of an active employment policy, campaign against discrimination and efforts to counter the economic recession) militate in favour of an in-depth study of all problems by the Commission.

There is no question here of defining the legal form of the Community instrument to be formulated and applied. At the most, certain lines of thought could be put forward to the Commission staff, as follows :

A. Recurrent Education

The report published in 1973 by the OECD centre for educational research and innovation suggests a new strategy introducing periods of education at intervals throughout a whole lifetime.

This implies a break with current practice which is characterized by an uninterrupted period of full-time schooling prior to employment.

It supposes education alternating with other activities - in the first place work, but quite possibly leisure-time and retirement.

Since Recurrent Education is the fundamental right of the individual to take decisions on his own future, it brings the discretionary power of the employer into doubt.

Recurrent Education, of course, has many features in common with other ideas such as permanent education and continuous training, although it does have aspects that are peculiar to it :

- principles of alternation ;
- reciprocal relations between educational policy and economic policy, social and employment policies ;
- priority treatment for changes to be brought to the present system of education.

In fact, as a fundamental right of the individual to decide on his own future, Recurrent Education meets the ideas underlying this study. In addition, it broadens the field of discussion and means that the right to study leave can be seen against a wider - economic, social and cultural - background. (The Italian report contains some interesting comment here).

In any case, it would seem that some sort of collaboration should be established between the relevant departments of the Commission and the OECD, even if only at the level of educational organizers and rapporteurs in each institution.

B. Legal guarantees

The organization of study leave and, over and above this, the generalization of alternate periods of work and training suppose that, via agreements or legislation, workers will obtain the vital legal guarantees for the proper exercise of their rights. There should thus be recognition of regulations for the following :

1. The employee's right to act on his own initiative, i.e. the right of every worker, whatever his level of training and his position in the hierarchy of the firm.

It supposes that remuneration will be maintained and that the costs of the course will be covered by some sort of training insurance scheme involving employers, the State and what can be called both sides of industry.

Generally speaking, the employee should not suffer as a result of any step he has taken on his own initiative.

2. The employee's right to return to work

In particular, the fact of having applied for and attended a course of training should not constitute a valid motive for dismissal in countries where the right to study leave is recognized.

Rules for special protection of the person on a training course should doubtless be drawn up here and they should be similar to those protecting pregnant women for dismissal and workers' representatives before, during and after the period for which they are elected.

3. The employer's free choice

The work of the ILO on paid educational leave could be used as a basis here since they give a very broad definition of the aims of the training in respect of which the workers' choice must be guaranteed.

"To facilitate the continuous development and adaptation of the workers' knowledge and professional qualifications and, as a profitable investment for workers, employers and the community as a whole, each Member should formulate and implement a policy to promote, by methods adapted to national conditions and usage and, where appropriate, in stages, the granting of paid educational leave for the purposes of training at all levels of general and social education, civics and union affairs".

4. Equality of access to training courses, intended to combat the widening of the cultural gulf between the various categories of the population.

The real guarantee of the principle of equality of access is still limited and the factors of discrimination are many :

- the educational haves reduce the possibilities of the have-nots ;
- foreign workers ;
- women ;
- handicapped workers ;
- private training organizations catering for the "solvent" public, that is to say, in fact, the employers. This results in employees chosen or admitted by the employer being the only ones to have access to such courses.

5. Collective control by workers' representatives over conditions of access and the exercise of the right to leave

Effective recognition of the individual right of workers to training derives from a strengthening of collective control by the workers and their representatives, mainly at the level of the firm.

In concluding the study, one would draw the Commission's attention to the following points :

(a) Most international institutions have considered the problems of training and education and the legal means required for their solution : OECD, ILO, Council of Europe, UNESCO.

A basis for closer collaboration with such organizations should be found, so that the question can be studied more thoroughly and the right to study leave can be set in a broader economic, social and cultural context.

(b) Further, to make wider use of this report, the Commission could send it to professional and trade union organizations.

Any comments or suggestions by the two sides of industry would help to determine whether any initiative should be taken towards Community harmonization of the legislation and agreements relating to study leave.

December 1974

ADDENDUM TO THE GENERAL SURVEY OF STUDY LEAVE IN THE EUROPEAN COMMUNITY

(UNITED KINGDOM, DENMARK)

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Paris, August 1975

INTRODUCTION

1. The addendum is intended to ascertain whether the conclusions of the study are confirmed or contradicted by the analysis of the reports on the present situation in the United Kingdom and Denmark (1).

2. It should be recalled that in the synthesis study a number of conclusions were drawn about each of the items covered by the experts :

   - definition of the concept of study leave
   - legal basis
   - type of training
   - training programmes
   - training establishments
   - conditions for the granting of study leave and possible methods of financing
   - measures planned in the long and medium term.

3. In this connection, two methodological comments should be made :

   (a) It was difficult to make use of the content of the two documents because the two rapporteurs did not follow the plan that had previously been adopted. Moreover, in particular where the United Kingdom was concerned, it seems that, notwithstanding the title of the study, the author has deliberately chosen to give an overall picture of the British training system rather than answer the specific questions asked by the experts. Do British workers have the opportunity of temporarily leaving their work in order to be trained for a given period, without breaking their contract of employment ? If the answer is yes, on what legal basis ? What are the relevant teaching establishments ? ....

   (b) Accordingly, the method of study adopted may be defined as follows :

   - the addendum follows the plan for the synthesis study as stated under item 2 above ;
   - as regards each main subject, a reminder will be given of the findings of the December 1974 study ; the latter will be tested and checked using what has been extracted from the Danish and British reports.

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(1) It was not possible to collect data on Ireland in sufficient time.

I. DEFINITION OF THE CONCEPT OF STUDY LEAVE

A. Despite the vagueness of the reports which to some extent gave information thereon, it was possible, after having dealt with the purposes of the training, to define the concept of study leave, both from the point of view of what it covers and what it does not cover:

- thus the following were excluded from the survey:
  - early training
  - the introduction of the young into vocational life including apprenticeships
  - the training of qualified workers
  - the training courses organized by the employer under obligations stemming from the work contract
- On the other hand, a few basic concepts were adopted:
  - the employee's initiative
  - the observance of the work contract
  - free choice
  - the possibility of establishing "free zones" under the terms of the work contract.

B. Purposes

1. The Danish survey recalls the arguments generally advanced in support of systems of study leave, which confirm the first findings of the inquiry:
   - the desire to improve the adaptability and the mobility of labour by developing the opportunities for education for all workers including old workers;
   - the determination to guarantee a reasonable wage to workers in the lowest income bracket by extending the opportunities for training to three of them who are the most underprivileged;
   - adaptation of workers' qualifications to the firms' technical level.

2. It is not, however, easy to extract precise information from the British report.
   - on the one hand, the aims of the 1964 law on vocational training and those adopted by the Government in 1971 and 1973 are indeed emphasized;
   - on the other hand, the ensuing developments seem to bear no relation to the concept of study leave and are concerned rather

with the distribution of responsibility between firms and public authorities, in particular, as regards the financing of training.

C. Definition of the concept of study leave

1. The survey deals mainly if not exclusively with study leave. There appear to be grounds for this choice, the two reports dealing respectively with:

   - "study leave in Denmark"
   - "paid study leave in the United Kingdom".

2. Although the British report does not define the concept of study leave, the Danish report confirms the terms of reference adopted: study leave means "that a paid employee has a right to interrupt his vocational activity, to take part in educational activities for a certain period and subsequently to be at least reinstated in the same job".

3. It should be noted, however, that the two reports deal with problems raised by:

   - apprenticeships
   - training of the unemployed
   - training courses organized on the initiative of the employer

   It will be remembered that such training courses would seem to be outside the field of the survey (see I.1).

II. LEGAL BASES

A. A reading of the six reports disclosed what at first sight appeared to be a paradox:

- the countries where collective negotiation is deep-rooted have asked the legislature to solve the problems raised by the institution of study leave;
- contrarywise, in those countries where reluctance to negotiate is traditionally the strongest, establishment of the right to such leave was attempted through collective agreements.

B. From that point of view, the content of the Danish and British documents may be resumed as follows:

1. Denmark

- The "study leave" concept played a small role only in the debate on the policy to be followed in the field of education and employment and no legal provision nor any collective agreement has ever afforded a general guarantee of this right to employed persons ... Whether study leave is paid or not is of no importance. There is no law which establishes a general right to study leave in the course of employment.
- There are, however, a number of special cases to be noted. They involve:
  - the possibility, for workers in large private firms, of taking part during working hours in training courses organized by the firms
  - educational activities organized in the public sector in, inter alia, Denmark's Higher School of Administration (Denmarks Forvaltningshojskolen)
  - apprenticeships and the system called "basic vocational training"
  - special courses for specialist workers, vocational reeducation courses and courses in further training for qualified workers
  - courses given by organizations of a commercial or technical nature.

2. United Kingdom

- At the moment information on "study leave" is very limited or even nonexistent.
- There is no national agreement containing specific provisions for

study leave (paid or otherwise), but there are numerous private agreements which are sometimes close to continental practice.

- There is no consistent system establishing the right to paid study leave, whether "continuous education" contains that idea or not.
- When national agreements dealing with this problem have been made, the nearest they get to the idea is to state principles, of which at least one example must be mentioned: "to encourage each worker to develop and to acquire higher qualifications to enable him to find greater satisfaction in his work and to be proud of what he has accomplished, so as to increase his productivity and his security" (Agreement made between United Biscuits Limited and the Union of Shop, Distributive and Allied Workers on 27 November 1968).

C. In other words, so long as the question has not been basically treated either by the authorities, or by labour and management, it is difficult to check the appositeness to Denmark and the United Kingdom of the observations of the survey. A few important facts must, however, be remembered:

1. Although, in Denmark, the seed of the idea of study leave fell on barren ground, it was because it encountered the joint opposition (for different reasons) of the employers and the trade unions. Now, "it is traditional in Denmark to legislate in the field of conditions of employment only when labour and management have given their agreement or when one of the parties (more specially the trade unions) exerts some form of pressure".

2. In any case, whatever the bearing of the law on industrial relations (Industrial Relations Act) of 1971, it would seem that in the United Kingdom "the Government is actively studying the question of paid study leave because it intends to define a policy thereon".

III. TYPES OF TRAINING

A. In Chapter III, the survey proposed a seven-point classification:

- causes
- aims
- beneficiaries
- content
- initiative
- courses, whether paid for or not
- courses, whether recognized or not.

B. From reading the Danish and British reports, it would seem that such a framework requires no basic alteration.

1. On the contrary, it seems from the Danish survey that it can be used appositely on all the items under consideration.

2. On the other hand, the content only of the training courses seems to have been highlighted in the British survey. Moreover, it should be recalled that this is undoubtedly a general and complete spectrum of the British educational system, but apparently unconnected with any system of "study leave".

IV. TRAINING PROGRAMMES

A. Two facts were put forward in the survey:

- firstly, the practical impossibility of drawing definitive conclusions from the reports, bearing in mind the present state of the "education market",
- secondly, the usefulness of a careful study of the "certificates" awarded at the end of the training stage, and particularly of their objective value.

The report stated in this connection that, in the different countries studied, neither the law nor collective agreements recognized in the testimonial or the diploma any legal value whatever. The report merely asked a few questions on the following points:

- the interrelation between training and promotion;
- the distinction between the employers' and the employees' initiative,
- a possible revision of the vocational classifications.

B. Bearing in mind the non-existence of any coherent system of study leave in Denmark and in "United Kingdom" , it is not possible to draw precise lessons from the two reports, either as regards the actual programmes or the objective value of the certificates awarded at the end of the course when delivered.

V. TRAINING ESTABLISHMENTS

A. In the survey the basic question was whether, in the various countries studied, the public authorities had a monopoly in education or, whether on the contrary, some pluralism and competition were admitted.

The answer was that, in the Europe of the Six, pluralism and competition had been accepted, at least provisionally, both by the public authorities and by management and labour.

B. The same applies to Denmark and the United Kingdom. Undoubtedly, in both these countries, the educational and training systems seem unrelated to the idea of study leave (see above) to the extent that it has neither been examined nor regulated either by the public authorities or by collective agreements. It is thus presumptuous to try to draw any indications on the subject from the two reports examined in this addendum.

1. It seems likely, however, that if a system of study leave were established in Denmark, the existing pluralist system would subsist in the following forms:
   - training courses established in the big firms
   - the importance in the public sector of Denmark's School of Administration
   - the increasing part played by the commercial or technical organizations.

2. The same would undoubtedly be true in the United Kingdom. Chapter 4 on the organization, financing and cost of vocational training shows that the central Government, the local authorities and industry share the responsibility for vocational training and education:
   - as regards the content of training courses
   - as regards financing such training.

VI. CONDITIONS FOR GRANTING STUDY LEAVE

A. The survey distinguished two questions:

- Is the right to study leave recognized ?
- If so, what are the conditions required for the exercise of that right ?

Has the paid employee who takes a training course the right to receive his salary for the duration of the course ?

The conclusion was that the right to study leave remained a contingent right, doubly difficult if exercised by a paid employee wishing to improve himself. In addition, this was most frequently a formal right, few salaried employees having made use of it on their own account.

B. *A priori*, and subject to additional information, the same applies to Denmark and the United Kingdom.

1. For Denmark it is clearly stated that no legal provision nor collective agreement has, generally speaking, ever recognized this right for paid employees. Such a statement should, however, be tempered by the content of item 4 of page 4 (French version).

   - Financial aid is sometimes provided for workers but the latter cannot demand that they be reinstated in their previous employment.
   - In other cases, the worker is paid during his absence and must be reinstated in his employment, but he must have obtained prior agreement of his employers before going on the course.

2. The same applies to the United Kingdom:

   - on the one hand, the right to study leave is not guaranteed by any coherent system, whether such study leave is part of continuous education or not,
   - on the other hand, there are a vast number of private agreements which are sometimes similar to those in force on the Continent.

   It should, moreover, be noted that an inquiry had been undertaken into 95 firms. Unfortunately no definite conclusions can be drawn therefrom.

VII. PROSPECTS

A. The survey put forward the idea that the right to study leave and, further, the generalization of alternance of work and training hinge on the assumption that, by way of agreement or legislation, workers will obtain the legal guarantees required to enable them effectively to exercise the rights to which they are entitled.

Thus the following should be recognized and covered by regulation:

- the employee's right to act on his own initiative
- the employee's right to return to work
- the employee's free choice
- equality of access to training courses
- collective control.

B. Two items drawn from the Danish and British reports reinforce the conclusions of the survey (right to return to work - collective control).

1. Denmark. The right to study leave could be deprived of any meaning, if the worker who has taken a break from his vocational activity is not protected against any measure of dismissal for a certain period after returning to his work.

It should, however, be noted that such protection, which would generate discrimination between different categories of workers, raises problems for the Danish trade unions.

2. United Kingdom. The Industrial Training Boards, on which sit an equal number of employers and workers and a smaller number of representatives from training establishments, have been given important powers in the following fields:

- the type, content and length of training courses
- the organization of courses in the establishments which they administer
- orientation.

In addition, Government aid and loans have enabled them to become administratively organized and to adapt their activities to the aims of the policy which has been centrally defined.

CONCLUSION

1. It would seem that the conclusions of the December 1974 survey do not require to be basically revised and corrected because of what the Danish and British reports contain.

2. They have even been strengthened in two areas:
   - the definition of study leave
   - the measures planned (medium and long term):
     - . the employee's right to return to work
     - . collective control.

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EDUCATIONAL LEAVE IN BELGIUM

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INTRODUCTION : DEFINITION OF THE CONCEPT OF "STUDY LEAVE" ("CONGE CULTUREL") IN BELGIUM

The term "study leave" ("congé culturel") is hardly ever used in written law nor in law created by those collective working agreements in force at the present time in Belgium. One nevertheless speaks of "leave for social advancement" ("congé de promotion sociale"), "leave for further study" ("crédits d'heures"), "leave for trade union training" ("congé de formation syndicale"), etc.

What is understood by all these terms is time off from work which is granted to employees within the framework of their working conditions to allow them the opportunity for systematically acquiring new theoretical or practical knowledge or new attitudes. The time off granted in this way is, according to the circumstances, paid as normal working time or not, or gives rise to the right to claim a special grant.

The training involved falls basically into one of two groups:

- that covering general personal education (intellectual, social, cultural, moral and civic education).

  A supplementary aspect of this personal education covers trades union activities, in particular for those workers who are members of representative organisations within the company (trades union representatives, works council, safety and health committee);
- that covering trade or industrial training: industrial training refresher courses, re-training, etc. (industrial advancement).

Generally speaking it can be said that the existing provisions indicate the efforts made to advance the social standing of employees in all aspects, particularly in relation to those who for financial or other reasons were compelled to leave school at a very early age.

This is why efforts have been made to establish a body of regulations and structures which allow workers to achieve social progress and economic advancement. The worker must be placed in a position which not only protects his industrial career as far as possible against the unfavourable repercussions of constant technological development, but must also be allowed to acquire the necessary ability to face the exigencies of his working life and of life in general and to occupy his place in the company and within the social context with the maximum liberty and independence which is possible, so as to allow him to play an active role.

LEGAL BASIS

It will be seen from what follows that these initiatives generally start from collective agreements, but are also contained within the written law.

1. General training

   - Law of 1 July 1963 on social advancement and the decrees for carrying this out (in particular A.R. dated 28.8.63), supplemented by collective agreements and recommendations from a certain number of joint working committees.
   - Independent regulations relating to the Centres for Preparation for Living (Centra voor levensvorming).

2. Trade Union training

   - Apart from a certain nomber of initiatives based on free cooperation the legal basis is formed mainly by the sector and company agreements concluded in implementation of the CNP agreements dated 30 June 1971.
   - As far as the financing of these is concerned this is the responsibility of the Office Belge pour l'Accroissement de la Productivité, the statutes of which were approved in A.R. dated 31 May 1951 and which have inspired the principles contained in the Common Declaration on Productivity dated 5 May 1954.

3. Industrial and trade training

   - Coordinated laws on technical education, A.R. dated 30 April 1957.
   - Law of 1 July 1963 on social advancement and the decrees for implementing this, supplemented by collective agreements and recommendations from a certain number of joint working committees.
   - Various independent initiatives on a joint working basis or taken by employers' organisations or by a company.
   - A.R. dated 24 March 1961 on accelerated industrial training for adults.
   - A.R. dated 13 April 1959 concerning apprenticeships in trade and business.

I. LEAVE FOR GENERAL TRAINING (STUDY LEAVE IN THE LIMITED SENSE)

A. The law on social advancement

The law of 1 July 1963 consists of two parts: the first, which is examined here, is concerned with attendance at general personal education courses. Under Article 1 of the said law "grants for social advancement" may be granted to "young workers who, in order to perfect their intellectual, moral and social training, attend courses organised to this end by youth organisations or organisations representing workers, possibly in collaboration with employers". By Article 2 these same young workers have "the right to absent themselves from their work on those days on which they are following the courses covered by this provision".

1. Training programmes

a) Content of the programmes

1) Legal criteria

In A.R. dated 28 August 1963 the compulsory content of the courses which can benefit from the application of this law are defined as follows:

"The programme for the courses (...) must include

- courses relating to social legislation in the broadest sense, such as safety and health at work, and on industrial organisations;
- courses relating to social, economic, and civic life, such as social relations, elementary principles of economic, financial and industrial organisation, State organisation, national and international institutions and their organisation;
- courses having as their object the personal education of the workers such as those on general culture, morals, the family and man in the community, together with study guidance and the organisation of reading.

Each session must consist of courses covering two of the three points mentioned, together with at least one hour a day of courses relating to the points set out in the preceding paragraph.

The programme must be submitted for the approval of the Minister for Work and Employment at least four weeks before the course opens. It must indicate the subjects, the courses, the timetables, the place, the presumed number of participants, the person responsible for conducting the session, and the organisers".

2) Actual content of the sessions

Various trade union organisations and youth organisations have submitted programmes for the approval of the Minister for Work and Employment. The main organisers are the Confédération des Syndicats Chrétiens, the Fédération Générale du Travail de Belgique and the Centrale Générale des Syndicats Libéraux de Belgique, each with their respective youth organisations. Other youth organisations such as the Jeunesse Catholique Rurale (Katholieke Landelijke Jeugd) have organised courses within the framework of the law on social advancement.

In many cases some trade union training is imparted by the bias of the course.

This is shown to a certain extent in the programme drawn up by the FGTB, the sessions in this being mainly organised or run by the industrial associations. By their actual content these courses are mainly intended to make the young workers more aware of trade unionism.

In a first cycle, intended for young people from 16 to 20 years old, the accent is placed on promoting trade union membership by a form of training which simultaneously leads the young people to act as trade unionists and to promote their successful entry into the world of work and into community life. The programme of these courses concentrates mainly on dealing with the problems of organising young people and their place in the trade union movement, the social problems of young people, social legislation as it applies to young people, trade union activities, and personal training.

The programme intended for young persons from 20 to 25 years old has its main aim to train young shop stewards within the representative organisations of the company. The programme covers the following, amongst various other subjects: propaganda and trade union activity techniques, knowledge of the company, social legislation, etc.

The CGSLB also utilises the opportunities offered by the law on social advancement to advance, as a priority, the trade union training of its young shop stewards. Here also, however, the aspect of "general personal education" is not lost sight of.

the CSC has entrusted the organisation of the courses held within the framework of the law on social advancement to the youth movement affiliated to the Mouvement Ouvrier Chrétien, the JOC (F) - KAJ (N), which has created the Institut National de Promotion Sociale as an institutional service for the planning, programming and practical organisation of the courses. This possibility is also used to a certain extent to train militants and trade union representatives.

At the same time, and parallel with trade union training, courses are also organised whose aim is essentially to assist the cultural, social religious and moral advancement of the young workers.

Here are some of the themes which have already been used in the organisation of courses: solidarity in the world and human relationships in work - work and consumption - collaboration in a better world - forgotten groups - drug problems - leisure and life in society, etc.

The work of the Institut National de Promotion Sociale is also involved in the larger framework of social education and goes beyond the training initiatives which are concerned directly with trade union action. As a result the INPS service is also used by associations other than those affiliated to the Mouvement Ouvrier Chrétien, such as the various youth movements, young persons clubs, associations for handicapped persons, etc.

Conclusion

In these provisions the legislator has clearly expressed the intention of giving to young workers a personal training on as broad a basis as possible: "This measure should open up larger horizons to them; it should furthermore facilitate the understanding, by workers of life in society and of the responsibility of men in the developments in which they are participating in their working life (...). The general training which they receive should therefore advance their general cultural level, should increase their possibilities for promotion, and should make them conscious of their place in society" (extract from the preparatory parliamentary draft).

However, as has been said above, the possibilities of this law are often utilised for the strictly trade union training of trade union militants. The joint working agreements of the CNT dated 30 June 1971 having opened up the prospect of legislation appropriate to this trade union training, the legislation on social advancement can probably, even more than in the past, be considered in terms of these wide initial objectives.

b) Period of these programmes and technical aspects

- The number of working days for which grants may be made to a worker following a course is a maximum of five days in the case of a five-day working week and a maximum of six days in the case of a six-day working week.

  In order that a grant may be made the days for these courses must last for at least six hours. These six hours can be divided into three hours of lectures and three hours of group discussion. The programme must in all cases start by 11 a.m. at the latest. An exception is made in the case of a Saturday programme which follows two days of courses: in this case five hours of work are sufficient. The sessions must be held in Belgium and must involve a minimum of 15 effective participants.

- In fact the courses can be divided over several periods and be given partly during the working week and partly during the week-end. This is most frequently the case with those courses for trade union representatives. As has been said above the number of days for social advancement (for which a grant is therefore paid) is individually limited by law. It can be seen from the available facts that it is most frequently a single short-period course (many courses only last for one day; two-thirds of the courses are of two days or less). Only a very small proportion of the young workers avail themselves fully of their right to social advancement; however, during the last years, there has been an increase in the complete utilisation of the available number of days.

c) Certificate granted

It is obvious that various means of control (examinations, diplomas, etc.) other than conventional means are used for those sessions which have as their object social, cultural and personal education. This is why the certificate which may be granted at the end of the courses has no legal value in allowing any particular grade to be obtained or to make it possible to take up any particular public post.

2. Training establishment

a) The law limits the number of organisations which can organise courses for which a social advancement grant can be given. These are youth and trade union organisations, possibly in collaboration with the employers:

- Those youth organisations which wish to organise courses within the framework of the law must be approved for this purpose by the Minister for Work and Employment on the advice of the Conseil National de la Jeunesse.

- Only those "representative" organisations for workers are authorised to organise courses for social advancement.

  All inter-industry organisations of workers which cover the whole of the country, which are represented on the Conseil National du Travail and on the Conseil Central de l'Economie, and which have at least 50,000 members are considered to be representative organisations for the workers, together with those organisations affiliated to the trade union organisations.

  These are in effect the CSC, the FGTB, the CGSLB and the trade organisation affiliated to these confederations.

- Finally courses may be organised in collaboration with employers by one or more of the organisations listed above.

b) The operating costs, payment of teaching staff, etc. must be covered by their own funds, at least if the training establishment is not approved and subsidised. Sometimes specific assistance is granted for special objects (for example by the Office Belge pour l'Accroissement de la productivité, see:

3. Conditions for, and methods for granting, the "grant for social advancement"

a) Conditions relating to the worker himself.

- The first part of the law on social advancement applies to young workers linked by a contract of hired working (contrat de louage de travail). Young workers under an apprenticeship contract do not come into consideration. The entire private sector is covered by the application of the law. By virtue of a certain number of recent A.R. (in particular A.R. dated 21 August 1970) leave for social advancement is also granted to certain members of public authorities, notably the personnel directly reimbursed by the State, and to the personnel of certain semi-public organisations (namely those which benefit from an annual leave allotment identical with that of State functionaries, together with certain other semi-public bodies).

For completeness it should be pointed out that independent persons and assistants also have right to a grant for social advancement under certain conditions.

- The grants are only made to "young workers":

  "The right to benefit from grants for social advancement is only given to those workers who, on 31 December at the latest of the civil year during which they are following these courses in order to perfect their intellectual, moral and social education, are at least 16 years old and have not reached the age of 26".

  As a result the young worker who follows a course of social advancement during the year during which he reaches the age of 16 can benefit from the grant. The worker may also benefit from a grant for social advancement up to the eve of the day on which he reaches the age of 26.

b) Methods for making grants

1) The law grants to young workers following courses the right to absent themselves from their work on those days on which the course is being followed. It has been established by the Conseil National du Travail that, when a large number of workers in the same company wish to follow courses for social advancement either simultaneously or almost simultaneously, the working organisation of the company runs a risk of being disrupted.

   This is why the employers and workers organisations agreed, on 23 October 1963, to recommend their affiliated bodies to comply with the following procedure:

   - The worker who wishes to take part in a training course must inform his employer at least four weeks in advance. However this period may be reduced by the parties concerned.

   - If the organisation of work in the company is likely to be disrupted because of the simultaneous submission of several requests for authorisation to follow training courses a solution intended to spread the absences at courses over the year should be sought between the employer and the workers concerned, through the works council, or in default of the latter through the trade union representative or by means of any other procedure laid down by the joint working committee.

2) For the application of social legislation all the working days or parts of working days during which the young worker is absent by virtue of the right mentioned above are to be assimilated to the days or parts of days of effective work. As far as the application of certain social security laws is concerned (for example annual holidays) fictive wages are to be determined for those days assimilated to the working days.

3) A predetermined grant is paid to the participants.

1° Private sector

1. Total sum

The employer needs not pay the wage corresponding to the days during which the worker has followed courses for social advancement. A grant intended to compensate the worker for loss of salary is, however, paid to the person concerned by the Minister for Work and Employment.

At the present time the sum is fixed in the following way:

- a worker of less than 21 years of age during the civil year during which he follows these courses is to be granted a daily sum of 240 Francs if employed on a five-day week or 200 Francs if employed on a six-day week. The total grant must not exceed 1,200 Francs per civil year.
- A worker of 21 years of age or above during the civil year during which he follows the courses receives a daily grant of 300 Francs if he is employed on a five-day week basis or 250 Francs if he is employed on a six-day week basis. The maximum grant must not exceed 1,500 Francs per civil year.

These grants are not given except in respect of those days of absence which coincide with those days during which the worker is normally occupied by the company for which he works.

2. Methods for calculating grants

- The person responsible for the conduct of the session supplies a daily register for signing by the participants. At the end of the course this list is sent to the Minister.
- Within thirty days of the end of the course the person concerned must make a written application in the form of a claim declaration to obtain the grant for social advancement. This claim is sent through the person responsible for the session, and the document should confirm that the worker has actually attended the sessions and that this was during the days of normal working in the company by which he is employed.

2° Public Sector

Those members of the public services who have the right for absence for social advancement will continue to receive their normal remuneration for all courses organised within the framework of the law concerning social advancement. The leave, which must not exceed five working days per year, is completely assimilated to the period of normal activity. To this end a copy of the attendance list is sent, after the session, to each of the Ministers responsible for the participants.

4. Statistical data and evaluation

a) Number of courses, dependents and participants, relationship between the budget and grants paid

Year	Number of courses	Participants	Dependents	Grants paid	Forecast budget
1963	27	751	487	237,987	unknown
1964	113	3,551	2,937	771,350	7,000,000
1965	139	3,794	2,794	909,255	7,000,000
1966	158	4,096	2,888	1,072,680	2,000,000
1967	151	4,055	2,661	1,235,100	1,600,000
1968	148	4,091	2,360	1,138,930	2,000,000
1969	162	4,047	2,515	1,363,770	2,000,000
1970	194	5,253	2,947	1,695,220	2,000,000

b) Results of existing legislation

In order to appreciate the effectiveness of the law we may refer to the statement of a Member of Parliament:

"The law of 1 July 1963 (...) has a limited field of activity (...). The programmes for these courses are limited by the law which does not envisage any intervention in the case of public service agents or for militiamen. One of the great gaps in the law is the fact that no intervention has been laid down in respect of the costs of organisation and administration which must be found by the organisations responsible and which reach considerable sums. Generally speaking it is estimated that social advancement at the present time is in a state of stalemate". (Senator Ramaeckers: in the statements accompanying his proposal for legislation dated 3 June 1969).

The too-restricted utilisation of the possibilities opened up by the law is a logical consequence of the gaps which can be seen in the legislation itself, namely:

- restricted scope;
- limitation of the programmes;
- insufficient cover for loss of wages;
- limitations in respect of the time for subsidised training;
- absence of any intervention in the costs of organisation and administration on the part of the organisers; most frequently it is the resources necessary for organising the training courses which are lacking.

B. Centres for Preparation for Living

A certain number of institutions have been created in Belgium by private initiative, by companies themselves, and/or by individuals, youth organisations or associations. Young workers can, at the beginning of their industrial life, and under the supervision of specialised personnel, spend one or two years, preferably one working day per week, at these institutions in order to develop their intellectual and physical personality as far as possible with a view to their integration within the community. A training centre of this type is not designed as a school but as a centre for meeting and training. At the present time there are seven of these Centres, situated at Zwevegem, Lommel, Genk, Courtrai, Alost, Lokeren and Bruges.

1. Training programmes

a) Content of the programmes

The activities of these centres involve small groups of ten to fifteen young workers and are intended to advance their personal and social education in an intensive manner. The method employed is mainly that of group activity.

The pedagogic emphasis in these centres is intended:

- to create a favourable environment within which new and positive relationships can develop between young persons themselves and also between young persons and adults;
- to concentrate, in programme building, on those problems specific to young persons;
- to favour the acquisition of knowledge and aptitudes through autonomous activities;
- to encourage sport and physical education as a factor in education.

The programme can, generally speaking, be subdivised as follows:

- discussion groups; confrontation with actual events;
- create activities;
- cultural education (music, mime, etc);
- sports and games.

b) Duration of the programmes

In five of the seven centres the training cycle lasts for two years; in one centre it lasts for one year and in one centre for three years. In most cases the participants, who are between 14 and 16 years old, attend for one whole day a week; workers of more than 16 years of age attend for one whole day a month. The hours almost always coincide with those of the working day; in two cases the training courses are held partly within and partly outside working hours.

2. Training establishment

a) These centres are always managed by a non-profit-making association (ASBL) which may be formed of employers, workers, young persons and other persons who, because of their function, qualifications or experience, may supply effective assistance. The "School for Living" at Zwevegem is managed by the training department of Bekaert S.A. There is a consultative council on which members of the personnel and medical departments and delegates from the employer sit with the workers and trade union delegates.

The other centres do not belong to any particular company. In most cases delegates from youth organisations (for example the JOC) sit with trade union representatives (for example the CSC - FGTB) and with workers organisations (for example the Association des Dirigeants et Cadres Chrétiens). In certain cases the company managers, who give their free time to the young workers for the purpose of their training, sit on the management council.

b) The pedagogic training of the young workers concerned is carried out by a certain number of full-time staff together with a certain number of specialized part-time assistants. Generally speaking a centre has one full-time person for each 15 workers. Specialists are concerned with physical education, dressmaking, household activities, etc.

The training staff are most frequently social workers. The training personnel must in all cases have a basic training and practical experience corresponding to the A1 diploma or equivalent training.

c) Financing

Part of the expenditure is covered by the budget of the Ministry of Culture together with that of the Ministry of Work and Employment and also, in respect of certain expenditure, by the budget of the Ministry for the Family). Other collective organisations, such as the provinces, towns and communes and, in certain cases, the companies themselves, accept part of the expenses. The centre at Zwevegem, attached to a company, is financed entirely by the latter. In certain cases some personal contribution is required from the participants.

3. Conditions and means

a) Conditions relating to the worker himself

- In general there is no minimum age requirement and young worker can therefore attend the centres from the age of 14 upwards. Certain centres are available to young persons over 18, others are not; in a third case a shortened cycle for young adults is available for those aged between 18 and 21.
- Up to the present time only those young workers who obtain authorisation from their employer attend these training centres. The directorate of the centres attempts to give equal opportunities to all, without distinction, but when some selection is necessary priority is given to the youngest. The companies in fact apply certain criteria: sometimes it is the "best" which are sent, whereas in other cases it the least productive. The final choice always rests with the employer himself.

b) Methods of financing

The system of Centres for Preparation for Living is based on the complete and voluntary collaboration of the interested employers.

It is for this reason indispensable that the young person follows the activities of the centre during working hours, so preserving his wages and general advantages.

4. Statistical data

a) Participants at the Centres for Preparation for Living.

Year	Zwevegem	Lommel(1)	Genk(1)	Courtrai	Alost	Lokeren	Bruges
1958	?						
1959	?						
1960	?	120(120)					
1961	?	86(86)					
1962	178	34(152)					
1963	185	36(128)					
1964	195	22(93)					
1965	209	29(70)					
1966	183	42(78)					
1967	?	42(88)	?				
1968	168	47(79)	(72)	28			
1969	112	46(82)	(79)	30			
1970	155	44(94)	(85)	30			
1971	127	94(133)	42(71)	36	16	27	10

Total for young persons (14 to 18) in 1971: 352(154 boys and 198 girls)
Total (including young adults): 420
(1) The totals in brackets include young adults.

b) Breakdown by age and by centre at 1 January 1971

Centre	14	15	16	17	18	19	20	20+
Zwevegem				37	90			
Lommel	12	13	34	24	15	27	8	
Genk		12	14	17	6	7	9	6
Coutrai	2	9	17	6	2			
Alost		5	6	3	2			
Lokeren	3	8	10	5	1			
Bruges	2	4	4					

Taken overall it can be seen that in 1971 the various centres were concerned principally with young persons of 16 to 17 years of age.

The more recent centres, altough their contribution is still modest, attract the younger persons. The proportion of those under 14 is very small.

II. LEAVE FOR TRADE UNION TRAINING

Those institutions which acknowledge the right of workers to intervene in the structure of the enterprise, now being increasingly developed both in extent and in depth, gives rise to an increasing need in Belgium to give to the representatives in the company - both young and adult - some appropriate training. The following are considered as representatives with the company:

- workers who are members of the Works Council (CE);
- workers who are members of the Safety and Health Committee (SCH);
- members of the Trade Union representation (DS).

These are the "shop-floor militants" of the trade union organisation.

It can be said that, in training their militants, the trade unions are mainly concerned with the following objectives:

- to defend the interests of the workers (equitable income, conditions of work consistent with human dignity, certainty of work and income, right of constructive co-management, etc.);
- to increase the influence of the trade union in the centres of political social and economic decisions;
- to allow or improve the effective operation of the trade union as an organisation;
- to give their members the means for evolving, adapting and understanding new social phenomena.

1. Training programme

a) Content

The trade union organisations freely determine the content and method of the functional training which they give.

As far as the contents is concerned the training involves a certain number of common elements for all the basic militants. From that point onward specific programmes are divised for the various categories.

The common core programme can be summarised as follows:

1) Acquisition of knowledge of the subject in the form of a certain amount of data.

   - knowledge of the structure, operation, and doctrine of trade union organisation itself, together with that of other trade union organisations, employers' organisations, etc.;
   - knowledge of the industrial situation within the country;
   - knowledge and understanding of the behaviour of workers and

employers as man;

- knowledge of the points of view of the trade union organisation in respect of a certain number of concrete problems.

2) Acquisition of a certain number of aptitudes

- general aptitudes: to analise and synthesise, to discuss, to negotiate, to inform, to speak in public, etc.;

- trade union aptitudes: to resolve individual and collective problems, to organise trade union pressure, etc.

Where the specific training given to the various categories is concerned the scope and objectives of their specific task are taken into consideration.

1) Members of the Works Council

- knowledge of the company as a technical reality (knowledge of physical working conditions: work study - method study - merit-rating - ergonometrics automation .. etc.; knowledge of human working and psychological conditions);
- knowledge of the company as an economic reality (knowledge of the market, calculation of selling prices and establishment of prices, accounting, balance sheets, profit and loss accounts, productivity evaluation);
- knowledge of the internal organisation of the company (financial organisation; problems concerned with production and remuneration);
- knowledge of the company as a human and social reality.

2) Members of the Safety and Health Committee

- knowledge of general problems of safety and health;
- knowledge of problems of health, hygiene and improvement of the company (physical safety, mental hygiene and safety);
- knowledge of methods for improving safety, health and hygiene (legislation concerning medical care at work, improvements in material safety);
- acquisition of knowledge relating to the specific task of the Safety and Health Committee (operation and objectives of the Safety and Health Committee -intervention by the Inspection Departments).

3) Members of the Trade Union representation

The training of the members of the Trade Union representation has many facets and covers all aspects of trade union action within the company; furthermore it has an aspect external to the company dealing, more specifically, with the organisation of trade union activity outside the company.

This is why the accent is mainly placed on:

- the knowledge of the organisation of the person concerned, but also of other organisations;
- knowledge of work relationships within the company;

- organisation of trade union pressure and the development of the trade union movement itself.

b) Duration and technical aspects

The training given by the various trade unions is most often spread over three years. The period varies as a function of the actual programme drawn up. Generally speaking the courses are given during a certain number of week-ends or periods of three days; under exceptional conditions they are given during an entire week. In practice the training lasts for 50 to 60 hours per year.

2. Training establishments

a) Training is carried out by the trade unions themselves, or on a national inter-industry basis, or centralised by sector or regional section.

b) Financing

As far as the financing of their training activities are concerned the trade unions accept, in principle, the cost of this except in the case of the intervention by the Office Belge pour l'Accroissement de la Productivité (OBAP).

OBAP is a public utility establishment organised on a joint cooperation basis with the aim of increasing productivity in companies. This principles which control the work of the OBAP were laid down in the "Common Declaration on Productivity" dated 5 May 1954, signed by the employers' and trade union organisations. These two partners agreed to employ all methods to increase productivity. To this end it has been laid down that "by common agreement efforts will be made to promote the industrial and human training of workers and supervisory staff". One of the means by which OBAP has participated in the realisation of this aim has been the granting of financial aid to trade union organisations organising courses for their officers and militants.

On the basis of an agreement concluded between OBAP and the trade unions the OBAP is responsible for ensuring the coordination of the various initiatives, and grants financial assistance to cover the following expenditure:

- fees, travelling and subsistence expenses of training personnel;
- documentation (books, journals, etc.);
- audio-visual equipment (purchase, leasing, transport, maintenance).

Compensation for loss of wages of the participants in the courses, together with the administration and secretarial costs and the cost of establishing premises, remain the responsibility of the organising trade union.

Each year the OBAP grants some 7,5 million BF in subsidies. An agreement has established the basis of distribution of this between the various trade union organisations. Apart from this intervention the regional centres of the OBAP can organise their own courses of industrial training. Participation in these courses is obviously determined by the free cooperation of the employers and workers involved.

3. Conditions and means for granting "leave for trade union training".

a) Before the inter-industrial agreement of 15 June 1971 these training courses were organised by trade unions for the purposes of the militants and members which they themselves designated, and were most frequently carried out at week-ends or during other days of inactivity in the company. The free time granted within the framework of the law on social advancement (see above) can be used to a limited extent. Apart from this, and in certain sectors and companies, leave for further study can be granted for training, and the companies authorise certain trade union representatives to follow training courses for a few working days per year. The number of days granted in this way varies with the sector or the company, but can be from 3 to 12 days per year for each representative concerned. The number was fixed by simple agreement or by joint working agreement; authorisation was granted either on an individual basis or over the whole of a group of representatives.

However in most cases wages were not paid by the employer and had to be covered by the interested organisations.

In a limited number of cases the responsibility arising from this loss of wages was, in certain sectors, totally or partly covered by a sector fund managed on a shared basis or not. This was the case in the building construction sector and in the petroleum industry. Here, as an example, is an extract from the Joint Working Agreement dated 23 April 1970 of the National Committee for the Construction Industry;

"In order to assist trade union representatives in respect of their experience in social joint action within companies of the building sector it is necessary to make the necessary funds available to the trade union organisations so that they may organise the training of workers and to take over the gross loss of salary together with the travelling expenses of the workers participating in these training cycles.

The participants will be nominated by the trade union organisations on the basis of one worker for each group of 250 card-holding members. The training cycles will be held between 1 October and 31 March in each year. Outside this period study week-ends, which do not involve any loss of work, may be organised".

b) Within the framework of the Inter-industrial Agreement of 15 June, signed by the FIB, FENIB, NCMV, CSC, FGTB and CGSL, the following main points were agreed:

"Concerned with the improvement of training of workers both on the industrial and human level, the parties who are signatories to this Agreement affirm their responsibilities in this field and agree to examine the common action which they can take to achieve this end.

For this purpose, and taking into account the important role assumed by Works Councils, Safety and Health Committees and Trade Union representative the signatories are of the opinion that, the requirements of the organisation of the departments being taken into consideration, it is advisable to grant to workers representatives the time and facilities needed for carrying out their tasks under the best conditions.

This can best be carried out by participation, without loss of wages, in courses and seminars:

- organised by the trade union confederations which are signatories to this agreement, or their industrial offices, at times coinciding with the normal working hours;
- and seeking to perfect their economic, social and technical knowledge for their role as workers representatives.

The conditions for grants will be fixed by means of agreements drawn up by the joint working committees or, in their absence, by the Works Councils.

These conditions for grants will have, as their main object:

- the notification in good time concerning the programmes of the courses;
- the determination of the warning period necessary in each case;
- the establishment of a procedure for examination in the case of refusal on the part of the employer;
- the determination of the number of days of absence to be authorised.

Companies may ensure the payment of remuneration during the lost days by recourse to an existing compensation fund or one to be formed".

The contents of this agreement have been given the legal form of a joint working agreement drawn up within the Conseil National du Travail on 30 June 1971. This covers the following agreements:

- no. 5a for Trade Union representatives;
- no. 6 for members of Safety and Health Committees;
- no. 7 (subsequently Joint Agreement no. 9 dated 9 March 1972) for members of Works Councils.

c) The agreements quoted above are, at the present time, supplemented by sector agreements and/or company agreements. This operation being still in progress it is not yet possible to draw up a complete table of the results obtained. However as an example the following indicates briefly the method of operation of some agreements in the more important sectors.

A. Agreement of the National Council for the Textile and Hosiery Industry dated 10 December 1971.

- 5 free days are granted for an effective office of 4 years; the distribution between the office-holders is carried out by the trade union organisations;
- warning is to be given three months in advance; each year the

training programme must be communicated to the employer;

- wages are paid by the employer who recovers the payment from a "social guarantee fund" made up from employers' subscriptions.

B. Agreement of the National Council for the Food Industry dated 20 December 1971

- each office-holder has the right to one week of absence for each civil year;
- warning must be given two weeks in advance and must be accompanied by a brief summary of the subject to be dealt with;
- employers can recover the wages and social security charges from the "social funds" made up from employers' contributions.

C. Agreement of the National Council for Employees in the Textile and Hosiery Industry dated 19 January 1972

- 5 free days are granted for an effective office of 4 years; the distribution between the office-holders is carried out by the trade union organisations;
- warning is to be given one month in advance;
- the wages will continue to be paid by the employer.

D. Agreement of the National Council for Production of Non-ferrous Metals dated 14 February 1972

- a credit for the total number of days is granted for each company on the following basis of calculation:
- number of effective office-holders and deputies in the Safety and Health Committee ;
- number of company organisations existing within the company x 2. The maximum is two weeks per year for each person concerned;
- warning must be given 15 days in advance;
- the employer continues to pay the wage-earner; this can be imputed to the subsidies granted to the trade unions by virtue of the National Agreement on Trade Union Guarantees.

E. Agreement of the National Council for the Paper and Board Industry dated 25 February 1972

- 1.1/4 days of leave are granted each year for each effective office-holder; cumulation is possible up to a level of 2.1/2 days per person per year;
- requests must be made one month in advance, with a statement of the programme;
- the employers can recover the wages and social security charges from the "company guarantee fund" made up from employers' contributions.

F. Agreement of the National Council for the Iron and Steel Industry dated 21 April 1972

- an overall credit is granted for each company on the following basis: number of effective office-holders in the Safety and Health Committee x 7.5;
- in order to finance the wages and other charges the employers pay certain sums to an inter-trade union account. The trade unions then reimburse the employer involved for all the social contributions which he has advanced.

In each of these agreements appeal is made to reciprocal good-will in order to find a satisfactory solution, by common agreement, to the problems of organising work and production which arise from the absence of part of the personnel.

Most of the agreements lay down a procedure for recourse to conciliation in the event of disagreements.

III. LEAVE FOR INDUSTRIAL TRAINING

A. The law on social advancement

The second part of the law of 1 July 1963 on social advancement, which is examined here, concerns participation in courses intended to promote industrial knowledge.

Under Article 1, paragraph 2 of the said law grants for social advancement can be granted to "workers who have successfully completed, in a State establishment or a subsidised or approved establishment, a complete cycle of courses involving evening or Sunday teaching and which permits them to improve their industrial qualifications".

These workers have the right, in order to follow these courses, to absent themselves from their work for a certain number of hours per year established by joint agreement.

The law mentions those cycles of courses involving teaching in the evening or on Sunday. It therefore implicitly refers to those courses organised within the framework of the coordinated laws on technical education.

This technical education has the following principal objectives:

- to prepare the student for practising various trades and employments;
- to complete the general and industrial training of apprentices, young workers and employees;
- to give household and family instruction to women;
- to train teaching personnel for technical and special courses.

As a result this technical education develops, to a certain extent, general training and industrial knowledge.

The "education in social advancement" (formerly "reduced timetable education") covers all instruction which, within the framework of technical education, is not full-time education as far as the duration of studies is concerned. By full-time education is understood that which is carried out during 40 weeks per year and at a rate of at least 28 lessons of 50 minutes each per week.

1. Training programmes

a) Content of the programmes

A. Education for social advancement is subdivised into "technical courses" "trade courses", "advanced technical courses" and "temporary courses". The technical courses provide instruction intended to give theoretical and technical training.

The trade courses provide education directed towards practical and technical training.

The advanced technical courses provide teaching which is intended to give both technical and pedagogic training to future teachers in the technical and practical branches.

The temporary courses provide experimental, temporary or occasional teaching.

B. The technical teaching for social advancement at the present time involves four different levels:

- the lower secondary cycle, normally intended for pupils who have successfully completed the sixth year in a primary school. At this level there are both technical and trade courses;
- the upper secondary cycle, normally intended for those pupils who have successfully completed the third year of the lower secondary cycle.
  At this level there are technical and trade courses, the latter can, if necessary, be extended by a supplementary secondary cycle;
- higher education of the abbreviated type, normally intended for students who have successfully completed the senior secondary cycle.
  At this level there are only technical courses;
- the second level upper grade which includes only those sections leading to obtaining the diplome or grade of engineer technician.

C. Only the following courses involving evening or Sunday teaching are covered by the law of 1 July 1963 on social advancement:

a) the following groups: metal and electrical, wood, building, extractive industries, chemical, textiles, clothing, leather foodstuffs, the printing industry, commerce and administration, applied arts and preparatory branches, which are organised subsidised or approved by the State by virtue of the laws on technical education as coordinated by the Royal Decree dated 30 April 1957;

b) the group of the plastic arts, which includes sections on architecture and town planning, industrial design and modelling, preparatory teaching, restoration of monuments, decorative arts, graphic arts, furnishing and weaving of carpets and fabrics, which are organised, subsidised or approved by the State by virtue of the law of 14 May 1955 laying down regulations for art teaching, and the decrees for implementing this.

The groups mentioned under a) include the following specialisations and sections:

- in the metal and electrical group: electro-mechanical, mechanical, precision engineering, electricity, electronics, moulding, forging, welding, pattern making;

- in the wood group: wood, carpentry, furniture, basketwork;
- in the building group: construction, main fabric, building equipment, painting and decorating;
- in the extractive industries group: mines, stone quarries;
- in the chemicals group: chemicals, chemical industry, biochemicals, drugs;
- in the textile group: textiles, spinning, weaving, knitting, dyeing and converting;
- in the clothing group: dressmaking, tailoring, fashion goods, furs;
- in the leather group: tanning, footwear, gloves and leatherwork;
- in the foodstuffs group: foods, malting, dairying, brewing, baking, cake making, butchery, tobacco;
- in the printing industry group: printing, bookbinding;
- in the commercial and administration group: commerce, accounting, secretarial studies, languages, selling, administration, external commerce, finances, insurance, organisation and data processing;
- in the applied arts group: architecture, design, decorative arts, art, optics, photography and the cinema, techniques for cultural promotion.

b) Period of the programmes

In the case of "education for social advancement" the technical courses and the trade courses are divised into a longer programme and a shorter programme.

A. Longer programme

The longer programme is a structure which is generally parallel with that of full-time education; it offers to the pupils, after two or more years of study, the possibility of vertical promotion.

The technical and trade course studies at the secondary level extend over two or three years, if necessary supplemented by a year of additional training or specialisation.

Senior education of the abridged type consists of at least two years of courses and a total of 750 lessons.

At the senior second level a minimum of 2.500 hours is required, spread over at least five years.

B. Shorter programme

The possibility of a shorter educational programme was established in order to allow certain workers, who had finished their studies and who were already integrated within trade or industrial life, to acquire new specialisations or techniques.

This shorter programme is organised at the level of the secondary technical courses, of the secondary trade courses and the first level technical courses.

The shorter programme extends over one year of courses at the most. In principle these courses are given at each level during a period of 40 weeks; the period of a normal lesson in 50 minutes. For justifiable reasons the number may be reduced to 20.

c) Technical aspects

The training envisaged by the law on social advancement is that which is given in the evening or during week-ends; as a result the courses, in the great majority of cases, are given outside normal working hours.

d) Diplomas granted

A. Longer programme

Vertical promotion gives to a pupil a diploma or qualification relating to a higher level than that which he previously possessed. These courses are intended primarily for those who, for various reasons, were not able to obtain what they wished from full-time education.

B. Shorter programme

Any pupil who has successfully completed a shorter course receives a statement to this effect which can be subsequently used to obtain a certicat qualification or diploma, the latter normally being granted after a longer programme.

2. Teaching establishments

Technical education can be given in institutions organised by the public authorities or on private initiative.

Public education is organised by the State, the provinces and the communes. The technical education establishments organised by the State, provinces and communes, or subsidised by the State, are covered by the laws on technical education coordinated in the A.R. dated 30 April 1957.

Any education organised by a public administration other than the State, or an institution formed by private persons, must, in order to benefit from State subsidies, meet a certain number of conditions established by law.

The conditions imposed on the management bodies and the teaching conditions which must be met by the teaching personnel do not differ from those established for full-time education.

Financing is also controlled according to the same standards and methods.

3. Conditions and means for making grants

a) Conditions

1) Conditions relating to the worker himself

This part of the law on social advancement applies to all workers, that is to say all those linked by a contract of hired working, together with all those persons who have the right to unemployment benefit. The members of the personnel of public departments, as mentioned under 1.1.3., are also covered by these provisions.

No age limit is laid down by the law.

2) In addition to the conditions laid down for the content, as dealt with under III.A.1.a), conditions are also laid down regarding the duration of the study cycles so that those workers which follow these courses may have the right to a grant:

The complete cycle must consist of at least 140 hours of courses per year.

Those courses which, at the end of the same school year, give the right to the granting of several certificates, qualifications or diplomas relating to the end of studies are grouped so as to form a single cycle of courses including on average at least 140 hours of courses per year when each cycle of courses, taken separately, does not reach the minimum number of required hours as fixed in the first paragraph. In the calculation of the duration of these courses, however, only those years common to each cycle of courses are taken into consideration.

b) Means

1) Private sector

A. Workers who follow courses involving evening or Sunday teaching have the right to be absent from their work each year for a number of hours as established by joint agreement. In such cases the days or parts of working days during which the workers may be absent by virtue of the above provision are assimilated to the effective working days for the application of social legislation.

This provision has been used by certain joint committees and enterprises in order to make known to workers the right to a certain number of hours of absence or to grant them some other facilities so that they may be allowed to follow courses in the evening or on Sundays. In addition to this authorised leave of absence other premiums are granted in certain cases following success in an examination, together with facilities relating to the working timetable, shift-working, promotion possibilities, etc.

Here are some examples of agreements of this type:

- The National Joint Committee for Metal Construction has made the following recommendation to companies: on the condition that the young traveller has made known in good time in advance to his company his desire to follow supplementary courses in direct liaison with the activities of the enterprise, care will be taken to avoid, as far as possible, incorporating the person concerned during this period in shift-working teams where such a system would prevent him from following the professional courses in a normal manner.

It is also necessary to grant to the young worker facilities to follow evening courses related to the sector in which the company is placed by appropriate methods compatible with efficient works organisation. In default of regulatory provisions the company will choose the most appropriate methods of encouragement, both during the school year and at the end of the latter, such as free time, leave for further study, grants for teaching material, help with travelling expenses and grants in the event of success in the examination. These provisions obviously imply the regular attendance of the young workers at the courses.

An example of such an initiative is found in the N.t.T. company where it has been agreed that "workers less than 25 years old, who follow courses resulting in a diploma or legal certificate, may benefit, according to the nature of the studies and the certificate to be obtained, from an additional holiday of from a half to two days paid by the company so as to allow the person concerned to sit for the examination".

The NJC for the Petroleum Industry has decided "that workers must be granted a week of leave, paid as working time, in the case of minors who follow an evening course in conjunction with a trade exercised within the sector and in order to allow them to prepare for a final examination. One condition is however imposed on the person concerned, namely that he should then remain for at least one year in the service of the same employer".

As far as persons who are not minors are concerned the following legislation has been adopted: three to six days according to the difficulties of the examination; supplementary trade training should be carried out in conjunction with the company; success in the examination; to remain one year in the service of the employer; participation in courses and on the grant of leave must not in any way compromise normal working, shift working and overtime; a day worker who has already started to follow a trade course will not be transferred to shift working.

- The NJC for Garages lays down the granting of a quarter of a day of leave for every 40 lessons, paid as working time, with a maximum of four days per year. The granting of this leave is subject to producing a statement of regular presence at the course.
- The NJC for the Health Services has laid down that "the worker may, with the agreement of the employer, be absent from work on the day of any examination relating to a function exercised within the establishment".

B. A social advancement grant by the Ministry of Work and Employment is granted to those workers who can produce a certificate of the end of studies, a qualification or a diploma which shows that they

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have successfully completed a complete course cycle.

The total grant is fixed at the present time at 800 F for each year of a normal cycle with a maximum of 4.000 F.

In order to obtain this grant the person concerned must, within 180 days of the granting of the certificate, qualification or diploma, send a written request to the Minister for Work and Employment. This request must be accompanied by a certified true copy of the certificate, qualification or diploma together with a statement showing that the applicant is working under a contract of hired work or has the right to unemployment benefit.

2) Public sector

The personnel of public departments who have a right to a grant for social advancement (see above) are given this grant if they can produce a certificate of studies, a qualification or a diploma showing that they have successfully completed one complete study cycle. The total grant and the conditions for granting it are the same as those in the private sector. The grant can not be cumulated with an allocation granted by the State by virtue of other provisions and for the same education course.

4. Statistical data

A. Overall participation in "training for social advancement"

School year	Lower level	Upper level	Total
1958 - 1959	101,864	10,834	112,689
1959 - 1960	106,903	12,065	118,968
1960 - 1961	110,742	12,652	123,394
1961 - 1962	111,960	13,149	125,109
1962 - 1963	122,317	15,790	138,107
1963 - 1964	126,470	17,008	143,478
1964 - 1965	131,533	17,631	149,164
1965 - 1966	133,234	18,525	151,759
1966 - 1967	133,717	19,453	153,170

B. "Grants for social advancement" made

Year	Number of requests	Requests approved	Total granted
1965	9,826	7,887	18,141,000 F
1966	9,321	7,303	16,151,000 F
1967	9,481	7,914	19,662,400 F
1968	8,682	7,833	17,170,400 F
1969	8,485	6,552	15,292,600 F

B. Trade training provided by the National Office for Employment

The A.R. dated 24 March 1961 made the National Office for Employment (ONEM) responsible for implementing the accelerated industrial training of adults together with the industrial re-training of the unemployed.

Here we will only be looking at the training given to employed persons during normal working hours.

Special programmes have been designed in order to allow those workers who attend the centre to acquire, in as short a time as possible, a qualification as extensive as possible within a specified trade. The ultimate object is to combat unemployment.

1. Training programmes

a) Content of the programmes

The training given is always practical and directed towards the actual task. It consists in a series of exercises which progressively overcome the difficulties involved in a particular qualification, whilst ensuring that each new exercise is always a repetition of the previous one, but with the addition of some new difficulty.

Each programme is drawn up by special consultative committee and is regularly up-dated on the basis of the reactions and comments of former students.

b) Duration of the programmes

The duration of the training varies from five to ten months according to the degree of difficulty of the trade being learnt. The simplest trades, such as those of paviour, carpet layer, or shutterer are learnt in five months; other courses, such as those for fitters or turners, last for an average of nine months.

The period of the course is fixed, each time, by the directorate of the ONEM.

For a period of one year after training the ONEM maintains written contact with former students in order to:

- identify any gaps and defects in the training given;
- to check the effectiveness of the teaching on the basis of the results obtained by the students;
- to assist the students during the difficult period of industrial adaptation and to ensure that these workers are genuinely engaged in the trade which they have learnt.

c) Technical aspects

Training is given in an ininterrupted manner for a certain number of months and during normal working hours.

d) Diplomas

When the training course has been successfully completed the persons concerned are given a certificate stating that they have acquired the required qualifications for the trade concerned.

2. Training establishments

The workers receive their training in an industrial training centre for carrying out accelerated industrial training.

This collective training can be given in one of three types of centres which differ, in respect of approval, management and financing, in the following ways:

A. Centres formed and managed by the ONEM itself

These centres are placed under the direct authority of the Director General of the ONEM.

They are best able to meet the requirement of giving the workers serious and in-depth training; the programme is designed in a wide and polyvalent manner so that the workers not only acquire the necessary manual dexterity for carrying out a certain number of operations but also such knowledge which will allow them to understand and appreciate a certain number of the techniques within their trade. The financing of these centres is entirely the responsibility of the ONEM.

B. Centres formed with the collaboration of a company

The creation of such a centre within the framework of industrial re-training is subject to a group of conditions:

- the level of qualification of the students must be at least comparable with that afforded by the centres under the direct management of the ONEM;

- the apprenticeship should include systematic and collective teaching, carried out by assistants according to a programme, the details of which have been approved by the Technical Department of the ONEM;
- in principle the training should be given in an area separated from the workshops and outside any production.

The distribution of the operating costs of these centres is established by agreement. Generally speaking the ONEM accepts responsibility for the remuneration and social security contributions of the students whilst the company covers the other costs.

C. Approved centres created by company initiative, by groups of companies, or by associations of a public or private character.

In order to be approved these centres must satisfy the following conditions:

- to be a legally constituted organisation controlled by a management committee which includes, amongst its members, a delegate of the inter-trade workers' organisation, represented within the consultative committee created by the regional office concerned;
- obtain approval for their operating plan and their financing plan. The level of the courses must be at least equivalent to those given by the centres created by the ONEM;
- to undertake to admit into these centres those candidates fulfilling the required conditions of aptitude, inasfar as places are available;
- undertake to supply to ONEM all justificatory documents as necessary for exercising control;
- undertake to conclude a contract of accelerated trade training with the interested workers.

The ONEM grants financial assistance to the approved centres for the payment of grants and social security contributions of the students together with the wages and social security contributions of the personnel.

Other operating charges are the responsibility of the centre itself.

3. Conditions and means

(a) Conditions for admission to centres

A. In order to be admitted to a centre the worker concerned must comply with certain age conditions:

a) be at least 21 years old and to have had a trade occupation for at least two years within the three years preceding the request for admission; military service is assimilated to trade occupation;

b) be at least 18 and not more than 21 years old, and fulfil one of the following conditions:

- to have worked for at least 12 months within the framework of a hired working or apprenticeship contract, or to have been registered for at least 12 months as seeking employment;
- after interruption of normal or technical training studies, or after the end of an apprenticeship contract, to have worked for at least six months within the framework of a working contract;
- to have worked for a total of at least two years as an independent worker during the three years preceding the request for admission.

Mentally and physically handicapped persons may also be admitted under certain conditions.

B. Those candidates wishing to be admitted to a centre must register with the regional office of the ONEM. They must undergo certain medical, psychological and technical tests. These tests involve a number of capacities: non-verbal intelligence, arithmetic, spatial comprehension, mechanical ability, etc.

On the basis of the results of these tests, and of the past trade experience of the person concerned, a certain number of candidates are admitted on the basis of the possibilities open to the centre.

Before the beginning of the course a "contract of accelerated trade training" must be concluded in writing between the worker and the Director General of the ONEM (in an ONEM centre is involved) or between the worker and the representative of the centre. This contract, together with its execution, is similar to that of the traditional hired working contract of limited duration.

b) Means of financing

Students have the right to a certain number of grants:

- a grant replacing remuneration which must not exceed a determined sum (indexed); this sum at the present time is 50.95 F/hour on a basic index of 114.20.
  This grant is paid at regular intervals, and at least every 16 days;
- a premium of 900 to 1.800 F according to the length of the training; half of this premium is paid in cash after the expiry of half the duration of the training; the other half is paid at the end of training either in cash or in kind (in tools of use in the exercise of the trade which has been learnt);
- a premium of 500 F if the person concerned has been employed for at least six months in the trade learnt;
- the reimbursement of travelling expenses;
- the reimbursement of accomodation if the student can only return to his home once each week. This grant at the present time stands at 110 F per day based on an index of 110.

Furthermore, and during the whole period of training, all social benefits remain guaranteed.

4. Statistical data

Statistics for the years 1961 - 1970 - Trade trainings completed

Category of training	1961		1962		1963		1964		1965	
	Total	(1)	Total	(1)	Total	(1)	Total	(1)	Total	(1)
A. ONEM CENTRES										
1. Ordinary centres	1,426	1,426	1,927	1,205	3,800	1,290	4,415	864	4,355	1,112
2. Centres for handicapped persons	25	24	34	32	34	32	22	13	21	11
B. CENTRES FORMED WITH THE COLLABORATION OF COMPANIES.										
1. Ordinary centres	26	20	226	22	301	15	243	14	200	14
2. Centres for handicapped persons	-	-	-	-	13	12	30	19	36	30
C. APPROVED CENTRES	-	-	-	-	-	-	463	-	2,024	-
TOTAL	1,477	1,471	2,187	1,259	4,148	1,349	6,173	910	6,636	1,167

(1) Number of unemployed included in the previous column.

Statistics for the years 1961 - 1970 - Trade trainings completed

Category of training	1966		1967		1968		1969		1970	
	Total	(1)	Total	(1)	Total	(1)	Total	(1)	Total	(1)
A. ONEM CENTRES										
1. Ordinary centres	4,266	1,180	4,397	1,507	4,091	1,749	3,511	1,322	3,664	1,001
2. Centres for handicapped persons	20	14	13	9	2	1	-	-	-	-
B. CENTRES FORMED WITH THE COLLABORATION OF COMPANIES										
1. Ordinary centres	568	13	222	15	940	54	656	61	599	45
2. Centres for handicapped persons	26	18	21	17	12	9	5	5	15	12
C. APPROVED CENTRES	2,022	-	1,714	2	1,508	-	881	1	638	-
TOTAL	6,902	1,227	6,367	1,550	6,553	1,813	5,053	1,389	4,916	1,058

(1) Number of unemployed included in the previous column.

C. Industrial training given at sector or company level

Industrial training of workers during working hours can also be organised at sector or company level by joint agreement or on the basis of voluntary legislation. Having regard to the variety of initiatives we are limiting this section to a few examples:

1. The A.R. dated 3 September 1965 approved the statutes of the "Fund for Industrial Training in Building Work".

This Fund has, amongst other objects, the following:

- to make up the wages lost by young workers following evening courses;
- to make up the difference between the minimum wages fixed by the Joint Agreement for the building industry and the grant given by the ONEM to workers following an accelerated industrial training;
- to organise, for young workers of 14 - 18 years old who have completed their school obligations, cycles of half-time industrial training which are remunerated under the conditions laid down by the Joint Agreement for the building industry.

This Fund is maintained by contributions from the employers, calculated on the normal gross wages. The collection of these contributions is carried out by the Office National de Sécurité Sociale.

The Fund is administered by a management committee consisting of seven representatives of the employers and seven representatives of the workers.

The activities of the Fund are concentrated in three main fields:

- the paiement of premiums to those who follow a course of industrial training for adults. Altogether a total sum of 8,540,530 F was paid in this way during 1970 and 1971;
- aid for technical education;
- the informing of building workers by various means;
- the organisation of its own training cycles.

As far as this latter activity is concerned we should mention the courses which have been organised at the Malines and Châtelineau centres.

The programme for these courses include:

- a four months course for crane drivers;
- a three and a half months course for drivers of public works vehicles;
- a post-training course for both groups on Saturdays (18 or 22 weeks);
- a course adapted to reduced timetable teaching; the practical exercises and workshop training take place on Saturdays.

Some 125 workers followed these courses in 1970-1971.

2. The National Committee for the textile industry in the Verviers region has created, by joint agreement, a "Caisse Paritaire de Compensation pour les Institutions Sociales" which has its main object to finance a system of "half-time apprenticeship". This fund is supplied by contributions from the employers and is managed on a joint working basis.

   The aim of the Fund is to promote specific industrial training within the textile industry. Theoretical teaching is given in two establishments according to the principles of general training, directed towards practice within the sector. In addition to the mother tongue, legislation in respect of work, geography, etc., meetings are held on the roles of trade unions and youth organisations.

   As far as social security is concerned the students are considered as "apprentices" (see below). Furthermore they benefit from a grant and from encouragement premiums.

3. Another example is the Institut de Formation Postscolaire de l'Industrie des Fabrications Métalliques (IFPM) which is sponsored by the Employers' Federation and which is mainly concerned with the re-training of foremen.

D. Apprenticeship

A specific "apprenticeship" system was organised within the framework of the A.R. dated 13 April 1959, relating to training for "trades and business" with the training of young managers for independent companies as its ultimate aim.

The field covered by "trades and businesses" includes small or medium sized commercial companies, services, cottage industries and small industrial companies. The basis of the system consists of an apprenticeship contract under which the apprentice undertakes to follow, regularly and for a certain time and under certain conditions, a course of practical and theoretical training so as to acquire the practical experience of a trade under the supervision and control of an employer; the latter undertakes to give to the apprentice all the knowledge necessary for his training in the trade.

1. Training programmes

a) Content of the programmes

This training takes place simultaneously at two levels:

1) The practical training is given by the employer under whose authority the apprentice is working. The employer is required to cover the whole of the trade in a methodical manner.

2) At the same time the apprentice must follow, for one day or two half days per week, supplementary courses organised by one of the approved

apprenticeship organisations. These supplementary courses meet two objectives: firstly to teach, in a systematic manner and by theoretical courses, a certain number of the techniques related to the trade being learnt so as to supplement the training given by the employer; secondly to give to the apprentice a certain level of general culture and of general technical knowledge.

The programme of these courses consists mainly of the following branches:

- general knowledge: calculation, language, commerce, civics, social legislation, geography, history, health;
- trade knowledge: knowledge of the raw materials or products, industrial plant, theory and technology, industrial health and safety.

b) Duration

The industrial training carried out within the framework of an apprenticeship contract lasts for four years (with a test period of three months), but this period can be reduced if the apprentice has acquired some preparatory training.

Training commences, in principle, at the age of 14 years. Courses begin in September and end in June, except in the first year when they begin in January.

c) Diplomas

At the end of each course year the apprentice must sit an examination; at the same time the apprenticeship organisation decides each year and on the basis of the information supplied by the employer, if the apprentice concerned has made satisfactory progress as far as practical trade knowledge is concerned.

After the final examination (which consists of three sections: general education - theoretical trade knowledge - practical test), the apprentice is given a certificate which allows him to embark on training leading to full qualification after three years.

2. Training establishments

The training of apprentices is carried out by cooperation between several institutions :

a) The employer

The employer himself must meet a certain number of conditions:

- to be of irreproachable conduct;
- to be of at least 25 years of age;
- to demonstrate possession of an adequate trade qualification either by production of a diploma or by having carried out the trade activity for at least seven years;
- to possess the necessary technical equipment;
- to be personally responsible for the trade training of the

apprentice or to ensure that this is done by means of a person designated for the purpose.

Furthermore the employer must see that the apprentice regularly attends the supplementary courses. He must keep the apprenticeship organisation and the parents informed as to the progress of the apprentice. He must supervise the health and safety of the apprentice and see that he is of good conduct. He must supply good food and, if necessary, provide suitable accomodation.

b) The apprenticeship organisation

The various apprenticeship organisations, formed as non-profitmaking associations by a certain number of owners of businesses, serve as intermediaries and controlling institutions for the implementation of the apprenticeship contract and also organise the supplementary courses.

The supplementary courses can be given in evening schools or industrial schools or, when no industrial courses are organised, by personal study. In different regions however the centres for industrial training and further training have been organised with the particular aim of coordinating and rationalising the efforts made in this field. In the majority of cases the supplementary courses are now given in these centres.

c) The National Committee and Regional Committees for industrial training and additional training

These Committees control the activities of the apprenticeship organisations. They organise the examinations. They take part in all initiatives taken within the framework of additional industrie training.

3. Conditions and means

a) Conditions relating to the apprentice himself

The apprentice must

- have reached the age of 14 years and be no longer liable to compulsory schooling;
- have successfully completed the sixth year of primary study;
- have undergone an examination for trade orientation;
- have undergone a medical examination.

Furthermore he must treat the owner of the business with the regard due to a teacher, must behave honestly and decently, must follow supplementary courses and sit examinations, and must conform to the regulations in force in the workshops of the company.

b) Means for making grants

- The apprentice follows the supplementary courses without paying fees and is given, free of charge, any necessary books; if necessary a grant is made by way of reimbursement of travelling expenses incurred when following these industrial training courses.

- The apprentice is given a grant fixed by common agreement between the parties. This grant must not be less than the minimum wages which have been fixed in such a case by the competent joint working committee.
- As far as social security is concerned, in particular family allocations and sickness insurance, the apprentice continues to be considered as a "person under care". He has a right to all benefits relating to annual holidays as laid down by legislation.

4. Statistical data

Number of approved apprenticeship contracts and diplomas granted, divided according to the trade of the apprentice (source: Annuaire Statistique 1968)

	Number of contract in			Diplomas granted	
	1966	1967	1968	1967	1968
Agriculture and husbandry	107	128	147	38	45
Building	717	829	720	218	346
Wood and furnishing	461	496	465	154	138
Food and tobacco	1,450	1,921	1,829	929	784
Metals	2,215	2,537	2,587	786	913
Electricity	320	413	372	131	145
Leather	67	90	75	22	12
Textiles and clothing	379	384	366	170	120
Printing	242	298	265	87	87
Precision engineering	116	100	218	6	28
Service industries	1,735	2,042	1,810	740	658
Retail trading	601	681	722	130	186
Wholesale trading	33	44	50	8	8
Others	5	10	6	8	9
Total	8,448	9,983	9,632	3,490	3,479

IV. MEASURES BEING CONSIDERED IN RESPECT OF STUDY LEAVE

It can be seen that the legal and joint agreement provisions which exist at the present time do not meet the real needs of workers in respect of their benefiting from appropriate education. The principle legislation, the law of 1 July 1963 on social advancement, has not - as pointed out above - produced the results intended by its authors.

This state of affairs has led various organisations to put forward systems which would solve the problem either overall or partly and progressively. The complexity of the problems (study leave and/or leave for training - difference in the content of the training according to age - regulation of the legal relationship between employer and worker and of the relationship between worker and organising establishment, etc.) explains why up to the present time there has not been a coordinated approach to this question in Belgium. Various organisations and official bodies have put forward their points of view and held meetings. The present Government has provided a sum of 450 million Francs in the 1972 budget for "Leave for further study" (crédits d'heures).

The priorities which are to be established in this respect will be of primary importance for the future policy to be followed in respect of study leave in Belgium.

A. At the request of the Dutch Minister for Culture, M.B. Drees drew a report at the beginning of 1971 on the "pedagogic situation of young workers of less than 18 years of age". This report was accompanied by a preliminary proposal for a law.

The essential point of this proposal lies in the fact that it lays down, in respect of working hours, a certain amount of free time which should be compulsorily devoted to education. A situation is also created within which a certain number of initiatives in respect of education (centres for preparation for living, education for social advancement, etc.) could develop.

The preliminary proposal for the law lays down compulsory education or at least one day a week for young persons of less than 18 who are bound by a contract of hired working. The extension of compulsory schooling is in this way placed in a new perspective. According to the author of the proposal the pedagogic situation and industrial training should not coincide. The pedagogic situation could be implemented through full-time teaching, through teaching for social advancement by apprenticeship or by centres for preparation for living, or in other forms of teaching. During this day of absence from work the wages would continue to be paid, but this would be ultimately met by the Office National de Sécurité Sociale.

The responsibility for the pedagogic situation would be assumed by a "Regional Committee for Young Workers" formed from representatives of the parents of the young workers, of workers, employees, educational establishments cultural institutions and the ONEM. These regional committees for young workers would be controlled by the provincial Committees. A National Committee for young workers would be created for each linguistic region.

Within the different regions appropriate institutions could be created for the young workers; they would be managed by an organising committee formed in a democratic way and responsible for the management of the institute, for appointing the personnel and for drawing up the programmes.

The institutes for young workers would use their own teaching methods, suited to the requirements, development, interest and situation of the young workers. Participation in the pedagogic situation would be authenticated by certificates.

B. At the end of 1970 the trade union organisations put forward a common proposition "with the intention of establishing a system of leave for further studies for young workers". A proposal for a law was sent to the Government.

The main points in the proposal were as follows:

- The final objective of the authors of the proposal is to begin the re-evaluation and humanisation of the system for the post-school education of workers. To this end a certain number of medium-term objectives are set out, in particular a reform of the contents and methods of education, in social advancement together with the integration of the courses into the normal working day. The immediate aim of the proposal is to obtain the right for workers up to the age of 25 to absent themselves from work a certain number of hours corresponding to the hours devoted to training.
- The education would be given in existing schools for education in social advancement or in other approved establishments which already devote a substantial part of their programme to general personality development.
- The hours of absence granted in this way must not involve any loss of remuneration for the workers concerned. However, the cost of the operation is not to be supported by the industry but by the entire community; in order to support their point of view the trade unions set out a comparison with the efforts made by the public authorities for fulltime teaching (study bursaries, family allowances, etc.); furthermore this point of view is a logical consequence of the choice made in respect of the contents of the training to be given.
- The trade unions recognise the right of all workers to leave for further studies. They feel nevertheless that, in the case of workers of more than 25 years of age, the accent should be places more on industrial training; for this reason they point

out that, in the case of these workers, it would be better to lay down legislation on another basis and involving another method of financing.

Having noted the various points of view and principles the Government set out a series of proposals and submitted these for examination by the Conseil National du Travail. The main points in these proposals are as follows :

- The Government is in favour of granting leave for further study to all workers who are undergoing education in social advancement.
- No distinction is made in respect of the age of the workers.
- The leave for further study would be granted in proportion to the number of hours spent on the courses followed.
- The system of leave for further study is introduced in an uniform manner as a "leave for preparation for examinations" preceding the examination or in any other way which would resolve disruptions in production in the most effective manner.
- The State assumes all costs of establishing and running education in social advancement. The State accepts 50 % of the remuneration for leave for further study; the employers are to contribute the remaining 50 %.

At the time of the discussions which were held in the Conseil National du Travail the employers associations made their point of view known in a circumstantial note.

- It can be seen from the note that the employers would only consider themselves an "interested party" if the training has as its aim "either to maintain or improve the industrial qualifications of the workers, or to adapt the latter to changes in working techniques and conditions". The system which is recommended consists therefore in creating new possibilities for industrial training and in developing new and appropriate structures to this end.

- The employers propose to create a National Committee for Continuous Industrial Training with the object "of promoting the development of a policy for industrial training which meets the requirements of the social advancement of the workers, the needs of the economy, and the demands of the labour market".

- The courses organised within the framework of the law should initially be approved by a tripartite educational committee on a sector or inter-sector basis.

- The number of hours of leave for further study granted for following these courses would be established on the basis of an overall number of hours fixed each year by the company and divided between those concerned: a maximum of 50 % of the leave for further study would be granted for absence for training approved by the law and requested by the workers.

By virtue of an agreement concluded with the CNT the employers would accept part of the cost of the remuneration; this contribution would never exceed the contribution of the State. The infrastructure costs and the costs of equipment would be met by the organising body.

At the time of drafting the present report - mid-April 1972 - it does not appear that any unanimous reply can be given to the request for advice by the Minister for Work and Equipment.

For completeness it should again be pointed out that various proposals for a law granting leave for further study have already been introduced. The latest is that of Deputy BAUDSON, dated 5 February 1972, "allowing young workers to follow courses of reduced timetable education during the normal working hours and organising the system for their payment during this time". The proposal is based on the principle that evening and day education should be converted into teaching during working days. Young workers less than 30 years old at the time when they commence to follow a course would be allowed to be absent from their work during these courses. The responsibility for wages would be met by the company through a Compensation Fund to which all companies would pay contributions.

C. A proposal for a law establishing cultural leave was introduced on 3 June 1969 by Senator RAMAECKERS. Under the terms of this proposal the worker would have the right to be absent for a number of days as laid down by the Minister for Work. During this time the workers could follow those courses which contributed to their social and cultural advancement and which were organised by five types of institutions: youth organisations, organisations for popular education, sports federations, organisations representing employers and workers, and accepted social and family organisations. The Minister for Culture would subsidise these courses. An interdepartmental committee on study leave would approve the programmes.

D. Various organisations have formulated proposals from the point of view of improving the present law on social advancement. The National Council for Youth in particular made a statement in this matter in an opinion dated 1 March 1967.

These improvements should relate to the following points:

- the employer should be required by law to grant young workers the leave requested for following courses;
- the law should be extended to all workers without distinction in respect of age or employment sector;
- the number of days of special leave granted for following courses on industrial training should be increased;
- full wages should be paid, and methods of payment should be more flexible.

In a communication from the Government concerning the general policy in respect of culture, the Dutch Minister for Culture proposed to the Dutch Cultural Council "to grant aid in the form of an appropriate infrastructure so that the law on social advancement could be established in a more effective manner than at present".

E. Madame Verlackt, deputy, has submitted to the Dutch Cultural Council a proposal for a decree intended to approve and subsidise the centres for preparation for living.

F. Proposals for laws have been introduced designed to grant "study leave" for specific purposes.

- For this reason Senator Van Haegendoren introduced a proposal for a law on 7 December 1971, intended to grant leave for the purpose of training managers for voluntary work in youth movements and cultural activities for adults. This leave would not be paid. Allocations intended to cover the general operating costs would be granted to specialised institutions which would organise the courses. A proposal for a similar law from the same Member of Parliament relates to leave for the training of voluntary assistants for social work and for the paid personnel of establishments who do not benefit from State subsidies.
- A proposal for law by Deputy Van Raemdonck, on 13 January 1970, relates to the training of voluntary assistants of 16 to 30 years of age engaged in approved youth work and in playgrounds, holiday camps and youth hostels. The proposal includes three benefits: subsidies for the courses, right to leave, grants for loss of remuneration.

EDUCATIONAL LEAVE IN DENMARK

by Kaj. WESTERGÅRD

EDUCATIONAL LEAVE IN DENMARK

I. INTRODUCTION

A. In Denmark, the concept of "educational leave" has not played any large part in the debate concerning educational policy or labour market policy. If the concept is understood as the fact that "an employee has a legal claim to be able to discontinue occupational employment, participate in educational activities for a period of time, and subsequently return to at least the same job" - legal provisions or agreements on the labour market that generally have insured the employees this opportunity have never existed in Denmark.

B. In this connection, it makes no difference whether it is the question of paid or unpaid educational leave. No acts or agreements generally give access to educational pauses in the middle of a tenure.

C. On the other hand, in a number of special cases employees have been given access to receive education or training. In some cases this education is voluntary, while in other situations it may be obligatory on the basis of legal provisions or on the basis of legal provisions or on the basis of agreements, individual or collective agreements respectively.

1. Many private firms - in particular the large ones - have instituted their own internal courses which the employees may follow during working hours. In some cases, this is even a condition of continued employment. The extention of this training activity within firms is not illustrated statistically. It is, however, the impression that this is a form of training which is very widespread and which has gained rapidly increasing importance in the total spectrum of education. The registration of this training is by the way complicated by the difficult differentiation between traditional "on the job training" and more formalized training.

2. The public sector - the central administration, the countries, and the municipalities - which constitutes a considerable part of the Danish labour market, has during the latest years enlarged its educational activities for practically all groups of personnel - also for persons who have been working within their field for a number of years. Since 1965 a special school has existed, Forvaltningshøjskolen (i.e. school of administration); the field of responsibility of this school has been the further training of the

publicly employed personnel. Further training of publicly employed personnel also takes place at certain municipally owned schools, the social high schools, and the universities. As the employees, almost without exception, receive full wages or salary during training, this is a classical example of "paid educational leave". On the other hand, as a rule the employees have no legal claim of freedom to training. This freedom must be granted by the chief of the person in question or by the political forum responsible for the field (for instance the social committee in a municipality, or the hospital committee in a country as regards doctors and nurses within hospital service).

3. As an integrated part of a more long-term practically oriented education, periods of education away from the place of work enter. This occurs in connection with apprentice training, where the practical training in the firm is supplemented with theoretical education at day schools. The technical schools are of special importance. This is the question of obligatory participation on the part of the apprentice who receives normal apprentice wages during school hours. Thus this is a form of paid educational leave where the wage expenditures are covered by the firm while the working expenses of these schools are financed in another way. As by far the majority of the indentures are entered into immediately after the person in question has left primary school, this form of educational activity is primarily of immediate importance for the very youngest part of the labour force.

4. As a special case of educational leave during the apprentice training may be mentioned the experiments that are being carried out under the name of "Occupational Basic Training" just now. Also in these cases, periods enter into the total training during which the teaching takes place at schools, and during which the participants receive wages during the stay at school. The features specific to the "Occupational Basic Trainings" are that the schooling frequently precedes practical work at a firm. Also the schooling is very strongly characterized by the development of practical skills as the stay at school partly replaces practical work at the firms. Therefore the stay at the firms get to be more like practical training work. - In these cases it is doubtful whether it may be called educational leave as the existence of a tenure is not presupposed prior to the start of the training. Thus, formally, there is no "leave".

5. Furthermore, it remains in force that the Danish occupational training system since 1960 has been able to offer the manpower special courses for semi-skilled workers, retraining courses, and courses of further training for skilled workers. In principle, the admission to these courses is open for everybody, unemployed as well as employed. The employee who goes directly from a job to a course for semi-skilled workers may be said to be on educational leave. He receives a wage compensation - paid by the public - which as a rule is somewhat below the general wage level. He has, however, no claim to be able to re-enter his job or to obtain another job in the firm in question after having finished training. The extent, to which this happens anyway, is dependent upon individual agreements between the employee and the firm.

6. Finally, it must be mentioned that many trade and technical organisations arrange courses as a part of further training. Participation in these courses frequently takes place on the basis of individual educational leave agreements, where the employer pays the fee of the course as well as wages during the course. Not least the academic organisations are active within this field.

7. In order to make the picture complete, it must be added that the public employment service arranges introduction courses and the like which in principle may be followed by people who already have an established employment. The same holds true for those parts of the spare time education which have an occupational aim.

D. As appears from above point 3, there are elements of an educational leave-system in Denmark. Certain of the arrangements involve access to economic support, but without claim to be able to reobtain the former job. Other arrangements involve wages during absence, right to re-employment, but in return demand permission in each, individual case. The examples that have the closest resemblence of the "paid educational leave" model are the activities of further training of the public and the integrated education outside the firms in relation to the apprentice training.

E. Danish trade unions have never made educational leave into a main demand at agreement negotiations. However, from a very early date the trade unions have exerted pressure in order to secure shop stewards the right to participate in meetings and educational activities during working hours without loss of income. To a wide extent, these aims have been considered, as special provisions of protection for shop stewards have been integrated as an element in the collective agreements. These provisions enable the shop stewards to follow courses and the like, arranged by the trade unions, during working hours, also in the cases where the special course has no direct relation to the production or working conditions of the firm. Since the last agreement renewal in 1973, the employers have paid 1 øre per working hour to a special education fund in compliance with collective agreement. The trade unions alone have the disposal of 3/4 of this fund, while the rest is administrated in co-operation with the employers. It has not yet been decided how the fund is to be administrated, but it must be considered probable that the trade unions will use the means towards an educational push among shop stewards and other trade union representatives at the places of work.

F. That educational leave never has been a political crucial point in Denmark does, however, not mean that the arguments that normally are brought forward in favour of educational leave-systems are unknown. Rather it is the other way around. The arrangements which have been mentioned above, and which will be discussed in more detail in the following pages, are precisely strongly influenced by view-points of educational and labour market policy identical with those on which the educational leave-model is based.

1. The regard for creating greater flexibility and mobility on the labour market speaks in favour of putting more stress on current offers of education to the whole labour force - also the elderly part of it. This point of view has been the basis of the powerful enlargement of the Danish system of courses for semi-skilled workers, retraining courses etc. This has also played a part in the attempts with changes in the apprentice training which take place currently. Analogous points of view have by degrees been brought to bear on still larger fields of the total educational system and have, by way of example, left their imprint on the structure of the most recent university educations.

2. The regard for securing those with the lowest wages a reasonable income also speaks in favour of extending the educational offers to that part of the labour force which has the poorest educational background. Experiences from the implemented wage policy seem to show that real improvements for those with the lowest wage only with difficulty can be obtained through changes in the wage rates.

3. The regard for insuring that the qualifications of the labour force correspond to the technical level in the firms involves a need for being able to bring formerly learned skills up to date with regular intervals. This point of view has contributed to the fact that the social partners in Denmark have considerable influence on the content and implementation of the labour market training.

When the need for implementing arrangements similar to the educational leave-systems, known from other OECD-countries, has not been urgent in Denmark, it is probably especially caused by the fact that it has been possible to a wide extent to manage the educational problems which have arisen on the Danish labour market within the framework of the existing arrangements. Compare this with the fact that OECD's analysis of the Danish labour market policy concludes that the Danish labour market has shown a considerable degree of ability to adjust to changed conditions of production and sale.

There is hardly any doubt about the fact that the Danish labour market educations and other course activity positively have contributed to this adaptation and that the need for supplementing offers of education of the educational leave-type therefore has been felt as not especially urgent.

Added to this are, however, a number of problems especially related to the educational leave-arrangements; of these, the traditional resistance on the part of the employers against accepting further interventions in their right of free disposal is only one.

It is probably just as important that the trade unions will have misgivings about implementing a legal (or agreement-based) claim of freedom to education as long as the employer possesses the unrestricted right to dismiss the employees. It would be possible to undermine the right of education unless the person who temporarily has gone out of employment is secured against dismissal for a certain period of time subsequent to his return to the job. To implement such a special protection for the people who are following educational courses is however, not without problems either; it might cause differential treatment (discrimination) of different groups of employees - and this is a situation of which the trade unions, for reasons of principle, up till now have been sceptical.

It should therefore hardly be presupposed that the Danish trade unions will support the thought of educational leave, unless it is followed by a change in the management conditions of the firms.

The idea of educational leave has had comparatively unfavourable conditions of existence in Denmark because none of the trade organisations seriously has supported it. As it is a tradition in Denmark only to legislate on labour market conditions when the social partners are agreed, or when pressure is extorted from one party (especially the trade unions), there has not been any basis for political initiatives concerning this issue either.

II. EDUCATIONAL LEAVE IN RELATION TO THE APPRENTICE TRAININGS

There is a long historical development behind the existing Danish training system for apprentices. The beginnings of this system date as far back as the time before the breaking through of industrialism, but many of the fundamental traits of the training have been preserved more or less unchanged.

Today, the apprentice trainings are regulated under the terms of a special act about apprentice conditions from October 1956 in which the employer's and employee's rights and obligations are set down. Each apprenticeship must be agreed upon in the form of a special contract, the content of which is controlled by the public employment service.

In principle, the apprentice training is designed for young people who start on a vocational training between the 14th and 18th year of age, but articles of apprenticeship may also be entered into with persons above the age of 18.

All relations of work with young people below the age of 18 must be agreed upon in the form of articles of apprenticeship unless the act's exemption clauses are conformed to. The exemption clauses are rather extensive.

As a maximum, the apprentice training may have a duration of 4 years, and the training normally is finished by means of submitting oneself to the test at the close of the apprenticeship or another final test. When these tests have been passed, a special certificate proving that the test has been passed is issued.

The economic conditions during apprenticeship are agreed upon and set down in the articles of apprenticeship. Wages are paid according to collective agreement in areas where a collective agreement exists. If no agreements are in existence within the field of trade in question, a board consisting of an equal number of representatives for workers and employers and a chairman with no connection to this particular trade approve the economic conditions. This board lays down a minimum wage, valid for all apprenticeships within the trade in question.

In excess of these wage costs, the employer is obliged to defray the expenses to the apprentice's training at an approved vocational school.

The training consists of practical training at the firm combined with teaching at a vocational school. The teaching at school has since 1964 taken place at day schools. The apprentice has therefore a contractually warranted claim to educational leave. This is a case of "paid leave" as the employer pays wages as well as school costs, certain costs to transport etc.

Participation in training at the vocational school is compulsory for the apprentice. This alternation between work at the firm and training at the vocational school, which is one of the basic elements of the apprentice training, is furthermore insured by the fact that the employer is obliged to see to it that the apprentice participates in the school training. Moreover the act prescribes the firm a number of duties in relation to the apprentice, and also makes it a complicated matter for the employer to be released from his contract. The many cancelled contracts are therefore primarily a result of the apprentice cancelling the contract.

While the employer defrays wage expenditures and school costs in the form of books, adjuncts etc., the public finances by far the largest share of the working expenses of the schools, especially teachers' salaries, payment of interest, depreciation etc.

The content of the school training is determined by the "professional committees" subsequent to negotiation with the public supervising authorities. The training plans of the schools must be approved by the Minister of Commerce. The professional committees consist, within each trade, of an equal number of worker and employer representatives. Moreover the committee is advisory body in all questions concerning apprenticeships.

The Apprenticeship Board, which like the professional committee, is composed of an equal number of worker and employer representatives, determine general rules, valid for all apprentice trainings.

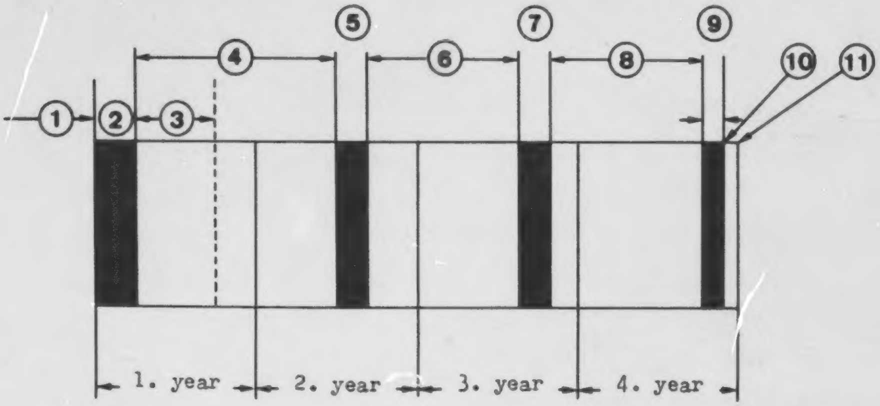
The training may, apart from the vocational subjects, contain subjects of general education. The teaching of civics may be included in the training plan on a par with the vocational subjects. If the subjects of general education are integrated in this way, the apprentice is obliged to follow these classes. The possibility is, however, also present of establishing teaching in subjects of general education which the apprentice may follow voluntarily. The increasing element of general educational subjects in the training is influenced by a general trend in the Danish educational system in the direction of placing still more stress on general knowledge and social information.

As regards the apprentice trainings taken as a whole, the recruitment has been declining since the middle of the 60s. This appears from the table below. The amount of apprentices is calculated as the number of apprentices with affiliation to a vocational school. Recruitment and retirement is calculated as the number of apprentices, who respectively have started or have finished/interrupted the school part of the training during the year in question.

The Pupils of the Apprentice Schools 1967-72

	1967	1968	1969	1970	1971	1972
Amount	87.711	75.512	68.147	62.037	59.525	52.384
Recruitment	28.191	29.513	29.064	26.949	24.682	20.938
Retirement	40.900	42.042	34.697	31.646	27.472	26.452

Schematical Representation of a Typical Course of an Apprenticeship



① Before the apprenticeship is started, articles of apprenticeship are concluded between the employer and the apprentice. The articles of apprenticeship are drawn up along fixed lines of direction, set down by the Directorate of Labour which is the contract approving authority. The professional committee receives a copy of the contract.

② The apprentice presents himself to the first courses at technical school daily within a period of a certain number of weeks (in the diagram 12 weeks are marked). Training takes place on all weekdays. The training covers a total of 40 hours a week. The training during the first and the following courses includes both practical work done in a workshop and theoretical training. Before the end of the first course, the employer (the master) is informed about the school's opinion about the apprentice's aptitude for training within the trade in question.

③ The first months of this period, called (4) constitute a continued trial period, during which the contract may be revoked by both parties without any economic consequences. When the trial period is over, stricter rules for cancelling the apprenticeship come into force.

④⑥⑧ ⑩ During these periods which added constitute the largest part of the apprenticeship (in the example app. 3 years and 4 months), the apprentice must present himself for training at the employer's firm or place of work. The apprentice must follow the directions of the employer, and the employer, on his part, is obliged to give a satisfactory training, including the subjects mentioned in the rules of training.

⑤⑦⑨ In the shown example, the second and third course at the technical school each take up 6 weeks, while the fourth course takes up 3 weeks. The training plans indicate the extent of the practical exercises and the theory which the training must contain. In the plan, the demands to rooms and facilities used for training etc. are also set down. The teaching in the fourth technical form is mainly repetition of the curriculum which has been taught during the former courses.

⑩ The test at the close of the apprenticeship is usually taken in immediate connection to the fourth course. The content and extent of the test appears from a special regulations or is determined by the commission on the test at the close of the apprenticeship. The especially delegated experts evaluate the test and give grades, whereafter the commission on the test at the close of the apprenticeship decides whether the test can be approved.

⑪ When the apprenticeship is finished, a certificate of apprenticeship is issued. Having served his apprenticeship, the journeyman is later on entitled to the wages valid for skilled workers within the trade. The journeyman is not obliged to remain at this place of apprenticeship after having finished his training.

III. THE OCCUPATIONAL BASIC TRAINING (THE EXPERIMENTAL TRAINING)

The occupational basic trainings (OBT) have been established with a view to creating an educational system for young people who after having finished the 9th year of school wish to obtain an occupational competence by means of a vocational training. These trainings should be viewed as an alternative to the apprentice trainings.

The creation of the system started in 1969, in which year experimental training started in some vocational fields. The development was accellerated by the passing of a special act on the occupational basic trainings in June 1972; according to this act training was started within all main vocational fields.

Generally speaking, the occupational basic trainings appeal to the persons and age groups which the apprentice trainings are intended for. The aim is that the occupational basic trainings gradually shall be enlarged in order to replace the traditional apprentice training completely in the end. By this, it is hoped that the demands for greater flexibility and mobility on the labour market may be fulfilled to a greater extent. The new training system's possibility of providing the trainings with greater flexibility is connected with the fact that it involves a smaller degree of branch- and firm-specific training.

The basic trainings have a duration of 3-4 years normally. The first year of the training is primarily used for training in school; the aim is here a general introduction to the vocational field. During the following years a gradual choice of more specific subjects takes place and during these years the training is based on alternating stays at firm and school respectively. Because of the structure of these trainings, it is possible to change from one speciality to another without having to take the whole training over again as a number of subjects are common for several specialities.

During the stays at school the participants in OBT receive wages corresponding to apprentice wages within the trade in question. The participants are thus not worse off than the participants of the same age of the traditional apprentice training. Wages are disbursed by the public. During the periods of practical work at the firms, the participants are, however, paid by the firms.

The firms have no economic obligations in connection with OBT apart from paying wages during the training period. The public pays all other expenses. On the more long-term view, this will involve a considerable increase in the public expenditures compared with the expenditures to the traditional apprentice trainings, in which the firms defray the largest share of the costs. On the other hand, the firms will experience a reduction of expenditures. Thus, there should be strong incentives to prefer OBT-pupils to apprentices in spite of the apprentice's more narrowly trade-oriented training.

All the same, it has proved to be difficult to get the firms to a sufficient degree to take on the trainees who have taken the first school period and who subsequent to this are to enter practical trainee work. It is assumed to be connected with the fact that the firms as a rule only have a very limited knowledge about the advantages of OBT. The general decline in the economic activity has not made it any easier to find training jobs for the pupils.

The content of general teaching in OBT has been increased as a consequence of the general development in the Danish educational system in which subjects of general knowledge is given increasing importance. During the first year, 70-75 pct. of the teaching is vocationally oriented and the other 25-30 pct. is used for general subjects.

Special committees on the experiment carry, along with the professional committees mentioned in section II, the responsibility for the content of the trainings. These committees are composed of an equal number of worker and employer representatives and pedagogical experts. The coordinating and advisory function is placed with the board on the experiment, set up by the Ministry of Education. This board consists of representatives from the worker and employer organisations and from the Ministry of Education and the Ministry of Labour.

The intake of pupils rose as mentioned powerfull during the school year 1972/73 where 1.128 new pupils were enrolled. During this school year there were a total of 1.558 pupils engaged in an occupational basic training. The distribution on main occupational fields is given below :

Main occupational field	Number of pupils
Iron and Metal Industry	480
Field of Building and Contruction	254
Service Trades	229
Field of Food Industry	119
Graphical Trades	96
Total Industry and Crafts	1.178
Field of Commerce	380
All Occupational Fields	1.558

It is expected that OBT will have replaced the traditional apprentice training by the end of the 70s. A very powerful development in the intake of pupils is therefore expected.

The training is structured around the school training which is replaced by periods of trainee service at the firms. It is therefore decisive for the success of the experiment that a sufficient number of training jobs is obtained. A special campaign directed towards the firms is therefore under preparation. The need for trainee jobs has been estimated to be 15.000 in 1978, while the need was only 2.000 in 1974. A further underlining of the wish for enlarging OBT is obtained by considering the development in the public's running expenses to OBT up to the year 1977 : The expenditures will increase from app. 10 million kroner to app. 300 million kroner per year (1970 prices).

IV. EDUCATIONAL LEAVE AND THE OCCUPATIONAL TRAININGS

The occupational training activity for adults aims at increasing the occupational mobility and making the adaptation between supply of manpower and the employment possibilities easier. The main stress is therefore placed on teaching the participants certain practical skills in order that they, after having taken the course, have improved job possibilities, especially within the field of manual functions.

This part of the occupational training system is tripartite and consists of courses for semi-skilled workers, further training for skilled workers, and retraining courses.

In Denmark, the skilled manpower has received economic support from the public in connection with occupational training activity during many years. Already from before the turn of the century, grants were given from the public authorities, and these arrangements developed into what was described in the previous sections. In particular, the grants consist in tax-financed running of technical schools and other trade schools.

Contrarily, the training activities for unskilled workers have not been supported and regulated by the public in a similar way. The training of this group has taken place in the firms, and only sporadically attempts were made to have a more systematically planned training. Only a few institutions conducted course activity for unskilled workers.

Not until 1960 with the creation of the schools for semi-skilled workers, a training system proper for unskilled workers was founded, and it was enlarged with the retraining arrangements in 1969. In the meantime, the occupational adult trainings had been supplemented with further training-courses for skilled workers in 1965.

The courses for semi-skilled workers take place at private or public schools for semi-skilled workers. At present, there are 33 sections of these schools of which 6 are boarding schools, run by the government. The rest are local schools for semi-skilled workers managed by a council and a school committee in which the local worker and employer organisations, and institutions and minicipalities, with special connection to the school's work, are represented.

At present, app. 200 different offers of courses exist, covering most branches. The courses are rather short and normally have a duration of 2-3 weeks. However, it is possible to link the single courses into a more long-term training sequence. This is, however, not a condition to obtaining a course certificate as each course stage normally ends with a test which is certified.

The courses are primarily given as training during the day. Predominantly, they are adapted for practical training possibly supplemented with basic theory. The purpose of the trainings results in a narrowly trade-oriented content; general subjects do not enter into the courses. To a great extent, the courses are intended for persons with a moderate educational background. No previous education is demanded to be admitted to the courses.

The responsibility for the vocational content of the training rests with the committees set up within the individual branches. These committees are composed of an equal number of representatives for the worker and employer organisations which cover the field of work in question. The initiative and the responsibility for the structure and way of functioning of the training measures are entrusted the training board for semi-skilled workers, composed of representatives for the organisations on the labour market. Moreover, the planning of the courses takes place in co-operation with institutions and boards which have a thorough knowledge of the local occupational conditions.

The courses are open to employed as well as unemployed persons over the age of 18, who applies for or has got work within the fields covered by the courses. The participants receive remuneration during the course period, but this remuneration is dependent upon the participant's immediately previous occupational status. The employee who goes directly from a job to a course for semi-skilled workers receives a wage compensation, corresponding to at the most 125 pct. of the daily rate of the government approved unemployment funds (Jan. 1975 : 160 Danish crowns + 25 pct.). Up to this maximum, the loss of income from work is remunerated completely, and the remuneration is paid to unemployment insured as well as not unemployment insured wage earners, among these part-time employed too. In certain cases, housewives and self-employed and others may also receive remuneration. Thus, all participants will at least receive a remuneration corresponding to the rate of daily benefits, and for unemployed participants in courses it will be impossible to receive a larger remuneration.

The course participant who goes directly from an employment to a course will, as mentioned in the introduction, not have any claim to return to the job or the firm. Legally, the participant has not been given any job safety or job security during a course. Return to the job is dependent upon individual agreements. Such agreements may arise in the case where it is in the interest of the firm that the employee receives a further training and therefore requests him to participate in the course. The probability of the fact that the firms take the initiative is large if the costs of the firm in the training of the semi-skilled worker are small. Precisely this is the case in Denmark where the contribution to the financing of the trainings for semi-skilled workers of the firms is independent upon how many workers from the firm participate in the training.

By far the majority of the costs involved in running and establishing schools for semi-skilled workers is defrayed by the public along more or less the same lines of direction as those valid for the vocational schools of the apprentice training mentioned above. In the case of the private schools for semi-skilled workers, the worker and employer organisations must pay a small share of the working expenses. Contrarily, the public defrays all expenses to the public courses for semi-skilled workers, and likewise remunerations to the participants are defrayed completely by the public.

The total expenditures of the public to the trainings for semi-skilled workers amount to app. 200 million crowns annually for the present.

The retraining courses started in 1969 and their aim is to supplement the occupational mobility, made allowance for by the courses for semi-skilled workers and the further training courses. Retraining, normally, is connected to the regional development areas, and their aim is to readjust the manpower to industrial work and to remedy special local and occupational employment difficulties for groups of manpower on the labour market which have especially difficult conditions.

The characteristic feature of the retraining arrangement is that it is based on retraining to a concrete offer of work. Therefore the initiative to start retraining comes from the firms or the public employment service offices and on this basis retraining is started for a group of persons.

The retraining is normally started with a course, which in some cases takes place at a school. This course is followed by a stay at a firm where the training to the work process proper takes place while productive work is done.

Naturally, the content of the teaching is solely trade oriented. The plans for retraining are drawn up by the Secretariate for the Labour Market Educations with technical aid from committees, consisting of worker and employer representatives. Subsequent to this, a special retraining committee must endorse the plans. This latter committee is composed of representatives from the Ministry of Labour and the organisations on the labour market.

On an average, the retraining has a duration of 10 weeks, but it is possible to extend the duration to 30 weeks.

During the retraining course, economic support from the public is given to the participants as well as to the firms. During the course period, remuneration is given to the participants according to the same rules as those mentioned above in connection with the courses for semi-skilled workers. During the stay at a firm involving training for productive work, the participants receive full wages according to agreement. In return, the public gives economic support to the firm, consisting of a sum per participant corresponding to the remuneration during the course-period; the support is gradually decreased during the retraining period, according to a plan determined in advance. The firm's share of the expenditures to retraining consists of the supplement to the wages so that the participant receives in-agreement wages and this supplement will be increasing during the retraining. The underlying thought is that the worker is of low economic "value" for the employer in the beginning of the retraining period. But gradually, as he receives training in the work function, the economic advantage for the employer will increase. Therefore, the employer receives less and less support until the point in time when the worker is fully trained. From this point in time the support ceases completely. - While the employer defrays an increasing share of the wage expenditure during the retraining period, all other expenses are completely defrayed by the public. (For instance training at school outside the firm). The public spends app. 7 million crowns annually on retraining.

A certain protection of the participants and an insurance against misuse of the arrangement by the firms lies in the fact that the conditions for the start of retraining are an agreement between the parties about permanent employment after retraining. Also the worker must possess the individual qualifications needed to follow the training.

The further training courses are open to persons with an occupational basic training or corresponding practical experience. These courses are especially intended for persons past the age of 18 who either have or seek employment within one of the fields which the courses cover. The aim in establishing the further training arrangement in 1965 was by means of short-term courses to give skilled workers a possibility for bringing their basic training up to date or supplementing it. The courses are therefore especially intended for workers pas their prime who have a vocational training.

Further training has been started within 30 fields of trade and mostly the courses take place at institutions of educations, belonging to other fields of education. This is the question of technical schools, commercial schools, schools for semi-skilled workers, and technological institutes. In certain cases, the training takes place directly at the firm. The courses have a duration of 1-4 weeks and mostly take place as training during the day.

The content of the courses is determined by the professional committees making drafts for training plans in co-operation with occupational advisers and with the Secretariate for the Labour Market Educations. This draft must be submitted to the central committee on the further training of skilled workers. Subsequent to this, the above mentioned secretariate approves the plan. All the committees mentioned are composed of representatives from the organisations on the labour market; moreover, the Ministry of Education and the Ministry of Labour are represented on the central committee.

The financing of the further training is arranged in such a way that the public is economically involved in the further training in the same way as in the courses for semi-skilled workers. This means that the remuneration to the participants fully is defrayed by the public, and that the expenses to running and establishing places of training to a very great extent are defrayed by the public. Worker and employer organisations are obliged to cover a small, limited share of the expenditures.

The expenditures of the public to further training of skilled workers is for the present around 50 million crowns annually.

The participants of further training courses are not given any security to the effect that they, after having finished the course, can return to their former job or firm. Such a security may, however, exist in the form of individual agreements between employee and firm, like what applied to participation in courses for semi-skilled workers.

Within the field of the occupational adult trainings mentioned, a total of 4.920 courses and retraining measures were started in 1973/74 and a total of 47.250 persons participated. The distribution of activities is the following :

	Number of courses	Number of participants
Semi-skilled worker training	3.748	34.069
Further training	1.122	12.655
Retraining	50	526
Total	4.920	47.250

Within the semi-skilled worker training, the participants were distributed on 5.955 women and 28.114 men. The participation in courses distributed by main branches is the following :

Semi-skilled worker training

Main Branches	Number of participants
Building and construction	6.693
Iron and metal industry	10.238
Field of land transport	8.097
Other branches	9.041
Total	34.069

As mentioned before, the courses for semi-skilled workers may be linked to a longer training. This possibility was utilizes by many of the participants as each participant participated in 1.75 courses on an average.

The intake of participants is unequally distributed over the year, as it is influenced by the seasonal variations in unemployment. This means that the utilization of the capacity is rather low during the summer months while the schools are fully utilized during winter. A smooth and complete utilization of the capacity all the year around would make the training of app. 60.000 participants per year possible.

V. FURTHER TRAINING OF PUBLIC EMPLOYEES

The social development has confronted the public administration with more rigorous demands for know-how as a result of the quantitative increase in the tasks which, traditionally, have been placed with the administration, and as a result of changes in the character of the administrative tasks. Within so large a field as public administration, the demands will have a changing character dependent upon function and field of work. In the professional field, the demands, as a general rule will be in the direction of increased specialization, but at the same time there will be an increased need for a knowledge of the administration's placement in society and its relations to the political bodies and the citizens. The enlargement and differentiation of the public administration apparatus has made this whole field more complex, and this has increased the demands to the personnel's technical-administrative know-how. The possibilities of the fact, that the demands may be fulfilled, are first and foremost, dependent upon the basic training and administrative experience of the personnel, but, irrespective of the level of training, a supplementation of the training, after employment in the administration, is a condition of a satisfactory solution of the tasks of the administration. Firstly, this is caused by the fact, that the general basic trainings do not, solely, aim at fulfilling the needs of the public sector, and, secondly, it is only possible to give an efficient training in many fields when the personnel has obtained some practical experience.

The realization of the need for further training of the personnel has meant that possibilities of a theoretical and practical further training of the personnel have been implemented in several fields. As examples of this may be mentioned the training activity within the Government service (The Postal and Telegraph Services, the Danish State Railways, the Customs Service), the school for assistants in the municipality of the Capital, and the Danish Municipal Courses. These activities do not only take place by the request of the public, but personnel and trade organizations have also taken initiatives within the field of training. Among other things, this may be taken as an expression of the existence of an unsatisfied need for possibilities of further training. During the latest years, the public has, however, extended the possibilities of further training, as Danmarks Forvaltningshøjskole was started in 1965 with a view to training of public employees and with the goal to enable these to fulfill the demands about increased professional and technical-administrative knowledge. The conditions for training at this institution will be described in more detail in the following.

The training at Forvaltningshøjskolen is, as mentioned, reserved for public employees. In connection with employment in public administration, the personnel has no legal claim to be able to follow the training. The individual employee may apply for admission to the courses of Forvaltningshøjskolen, but if the participation in the classes implay exemption, in whole or in part, from normal duties, the admission is dependent upon authorization from the department in which the employee is working. The necessary time off, which is a condition for participation in the training, must in each individual case be granted, and the employee has no legal claim with which to support the petition. The course activity is based on the principle of offer, and the public employees are not under an obligation to follow the training.

The duration of the single types of courses vary considerably. The duration may be from 25 hours to 1400 hours. There are courses at all levels in the administration, even at the level of management. Normally, the courses take place as day training, and, in some cases, the training may have a duration of a week at a time.

The content of the courses is determined by the Board on Training, which is advisory as regards establishment of courses and working out of training plans. The Board is composed of 25 members, 5 appointed by the Minister of Finance, while the rest are representatives of the personnel groups in public administration. Each year, a total plan for the further training activity of Forvaltningshøjskolen is worked out, and subsequent to discussion in the Board, this plan must be approved by the governing body of the school.

All expenses in connection with the training are defrayed by the public. Participation in the training is gratuitous for the pupils, and, at the same time, the necessary time off from normal service - if it is granted - must be given without decrease in salary. Thus, the employees receive full wages during the training and the employment also exists during the periods in which training is followed, with the security of employment after training has ended which follows from this. This is motivated by the goal of the school, which is to give the employees a further training for the benefit of the department in question. Earlier it has been mentioned, that the further trainings for private employees do not contain any guarantees of a return to the job. This is mainly caused by the fact that, in contradistinction to Forvaltningshøjskolen, the further trainings for private employees primarily are especially adapted for the purpose of functioning for improvements at the individual level, and not for improving a certain firm's training potential. Therefore, the arrangements for private employees are primarily adapted to further this end.

Generally, this arrangement with full wages during training at Forvaltningshøjskolen's courses must be characterized as a clear example of "paid educational leave".

During 1973/74, the training was followed by 3.200 pupils, and this number has been more or less the same during the previous years.

VI. ACCOUNT OF THE CONTENT OF "THE REPORT ON SUPPORT TO ADULTS DURING OCCUPATIONAL TRAINING", COPENHAGEN 1974

The rapid technical development and the considerable structural changes in trade present the manpower with still increasing demands for improving and enlarging their occupational skills. The development of society has the effect that the demands for the manpower's adaptation to the changed production apparatus make themselves felt during the whole of the occupationally active period. In this connection, the necessity of a life-long process of training is mentioned. This underlines the importance of constructing a training system for adults, which may ensure both the younger and the older manpower the opportunity of supplementing their training and which will cover the need for training of the - mainly elderly - manpower who only has a general schooling at a more moderate level.

In the previous chapters, various arrangements have been described which either aim at given the younger manpower the primary training or attempt to increase the adaptation ability of the manpower by means of short training courses or bringing up to date courses. It is a characteristic feature of all the arrangements mentioned that the public carries the largest part or all of the economic burden. The arrangements do not cover the persons who after some years of employment need to take a training exceeding the short courses or bringing up to date trainings. The need for a training arrangement for this group of persons is great as the least qualified, and especially the elderly, of those, who become unemployed as a result of market trend and structural changes, are very poorly equipped to obtain a new job unaided. When these market trend or structural changes appear, a group of persons will be pushed out of the labour market which, as regards the majority, may be characterized by quite high age, relatively limited training, and, in many cases, physical or psychological handicaps, all things considered a group which has very moderate mobility on the labour market. If training measures are to be brought into action in relation to this group, special considerations for these conditions must be made allowance for at the preparation of these measures. In Denmark it has therefore been discussed whether a special arrangement with public support ought to be implemented for the benefit of this, mainly elderly, manpower. This resulted in the setting up of a committee which, in 1974, prepared a report on economic support during occupational training to persons who after some years of employment need to take a training exceeding short courses etc.

In this report, a support system was proposed which has the form of an enlargement of the support system mentioned in section 4. The proposal has been put forward on the basis of points of view of labour market policy. Most clearly, this appears from the fact, that support, generally, only can be given to participation in occupational trainings. No element of teaching of general subjects enter into the training.

The beneficiaries of the new support system are persons past the age of 25 or persons who, during the latest 6 years before the start of the training, have had at least 4 years of occupational employment. A lower age limit would involve special problems, as support might be given to persons who also are covered by other support arrangements, and as a result of the difference in the levels of support there would be a risk of an inexpedient dislocation of the recruitment to the trainings. The age limit is not invariable as it is thought reasonable that there is a possibility of choosing between this form of occupational training and the other labour market trainings which are open to persons above the age of 18 (see section 4). It is, however, not the intention to give support to the initial training of young people. Therefore the demand for occupational employment of a certain duration is put forward if the person is below the age of 25.

Apart from the age conditions, a number of conditions related to labour market policy must be satisfied before the training support can be given. Thus, it is proposed as conditions that the training must be thought considerably to improve the employment possibilities of the person in question, and that it must be supposed with reasonable certainly that this person can obtain durable employment within a field of work where it is considered that a need for manpower exists. It is not made a condition that the person in question should be unemployed, but on the other hand the arrangement also covers persons who might get difficulties with employment and earnings.

In the proposal, the duration of the trainings, to which support is given, is fixed to be at the most one year. The point of departure is that these trainings should not fundamentally differ from the other labour market trainings as regards duration and kind. This point of view also means that support only is given to trainings which immediately give increased occupational competence. Thus, the proposed arrangement does not have the aim to increase the general level of knowledge of the participants.

At the laying down of the level of the economic support, the composition of the group of persons, which the support arrangement is to cover, has been emphasized. It will primarily be the question of persons who have already established themselves, who to a considerable extent are on the labour market with a coresponding income and standard of living. This means that the participants frequently will be persons who carry the burden of supporting dependants. This speaks in favour of a high level of support, but, on the other hand, it must be assumed that the available resources are limited. It is therefore proposed that the maximum support should amount to 80 pct. of the maximum unemployment support (per January 1, 1975 : 160 Danish crowns). The support is to be regulated according to income conditions during the training period on the basis of a needs test. In certain cases, support may be given to the payment of a training fee etc. It is proposed that all expenses should be defrayed by the public.

Authorization of trainings which can be covered by the proposed system of support has been prescribed the Ministry of Labour. Recommendation for authorization is the task of a special committee, composed of representatives for wage earner and employer organizations and representatives for the Ministry of Labour and the Ministry of Education. In consideration of the labour market policy aim of the arrangement, a continous revision of the trainings covered ought to take place, possibly at least once yearly.

In the report, it was proposed to let the arrangement function during a trial period of 5 years. The reason for this was the unclarified situation within the whole area of training support to adults, and under the impression of the insufficient knowledge about the number of qualified applicants for an arrangement of this type.

Generally, the arrangement aims at persons, who either are in a threatened situation on the labour market, or wish to resume contact with trade. Therefore, the training typically will be followed by a new placement on the labour market. In connection with this arrangement, it is therefore less relevant to ensure the trainee security of employment during the training, and to ensure return to the job after the training has ended. For this reason no attempt has been made to ensure this security by means of legislation in the proposal. The proposal in the report contains a clear dissociation from "the educational leave principle".

VII. SUMMARY

In Denmark, there are no provisions or agreements on the labour market which, generally, insure the wage earners the possibility of "educational leave". But in a number of limited fields, the employees have been given the possibility of receiving training on a voluntary basis, while an obligation to receive training exists in yet other fields, on the basis of provisions or agreements on the labour market. Within the framework of the existing arrangements, the Danish labour market has displayed a considerable degree of readjustment ability, and as the Danish trade unions for various reasons, have been reticent towards taking initiatives to a general arrangement on "educational leave", a change in the present conditions is not current for the moment.

In the single sections, the arrangements which have been established within various fields are described. In sections II and III, the arrangements which especially aim at the youngest part of the labour force are described; the young may participate in the traditional apprentice training or in the experimental arrangement, the occupational basic trainings. The apprentice training is based on an alternation between work in the firm and obligatory training at vocational schools which is implemented without expenditures for the apprentice. This is "paid educational leave" as the employer cannot withhold wages for the time the apprentice uses for training. The content of the training is influenced by the general trend in the Danish educational system which is to place increased stress on general knowledge and social information, as it is possible to include teaching of general subjects in the training at the vocational schools.

The occupational basic trainings have been centred around training at schools which at intervals is replaced by trainee periods at firms. The arrangement therefore is somewhat different from what is generally understood by "educational leave".

In section IV, the Danish labour market trainings which cater for the adult part of the labour force are described; by means of teaching of practical skills, these arrangements seek to contribute to increase the occupational mobility and ease the adaptation between supply of manpower and employment possibilities. The training for semi-skilled workers consists of rather short courses which, however, may be linked into a more long-term training. The participants receive a wage remuneration from the public which is dependent upon the participant's immediately previous occupational status. All participants will at least receive a sum, corresponding to the daily rate of benefits of unemployed. More recently established are the retraining courses which have been established in order to help groups on the labour market which are in an especially difficult position. It is characteristic of the retraining arrangement that it is based on retraining for concrete offers of jobs. The retraining consists of a course during which the participant receives remuneration according to the same rules as those valid for the training for semi-skilled workers, and of a stay at a firm during which the remuneration from the public is decreased concurrently with the expected increase in productivity. The employer will carry an increasing share of the wage expenditures during the retraining period. The affiliation to trade of the participants after retraining has ended is ensured by means of the demand that the condition for starting retraining is an offer of durable employment. The further training arrangements consist of short courses, intended for skilled workers or persons who have corresponding practical experience. The aim of these courses is to facilitate a bringing-up-to-date and supplementing of the occupational trainings. The remuneration is given according to the same rules as those valid for the two above mentioned arrangements.

The participants in further training courses and courses of training for semi-skilled workers have not been given any insurance to the effect that they can return to their former job or firm after having finished a course. Such an insurance may, however, exist in the form of individual agreements between worker and firm.

In section V, the activities of Forvaltningshøjskolen, which has the aim of creating sufficient further training possibilities for public employees, are described. The participation in courses is voluntary, but dependent upon exemption from normal service. The participants receive full wages during training and they are ensured return to the job after the end of training. This arrangement thus is a typical example of "paid educational leave".

In section VI, the work, which so far has been done to establish an arrangement of economic support for the persons who after some years of employment need to participate in a training which is more extensive that the short course and bringing-up-to-date training, is mentioned. The result if the work exists in the form of a bill on a support system which has the form of an enlargement of the support system mentioned in section IV. Generally, the proposed arrangement is aimed at persons for whom a training would involve a transfer on the labour market. Steps to ensure the security of employment in the same job as previously have therefore not been taken.

EDUCATIONAL LEAVE IN THE FEDERAL REPUBLIC OF GERMANY

by Karl JOSTARNDT

INTRODUCTION

This report is concerned with those activities which contribute to the introduction and implementation of study leave in the Federal Republic of Germany.

A discussion is placed at the beginning of what is meant by "study leave" so as to draw attention to the difficulty of precisely defining the concept of study leave. For example if we accept the broad definition commonly ascribed to it one could describe all measures which are available today for general, vocational, or political further education. If, on the other hand, we accept the view that educational leave must consist of organised learning directed towards social development this report would be restricted to the discussion of a few pilot schemes. Restricting it to those measures of further education for which paid leave of absence from work is granted would be no solution, since the characteristic of paid leave of absence has no connection with educational content, educational objectives, and the form of organisation of study leave. It would be no more rational to restrict it to officially recognised programmes, because there are no clear criteria for according recognition.

For this reason programmes are discussed insofar as they can show how study leave is increasingly seen as a social-political factor, and how the discussions about study leave, in their turn, influence the presentation of its contents. Any scientific discussion of the problems of study leave has to be neglected, however important its results could be for the future organisation of educational leave. A political discussion of laws, draft-laws, and working agreements can only be introduced to the extent that it illustrates developments and tendencies - and hence falls within the objectives of the present report.

I. DEFINITION OF THE CONCEPT OF STUDY LEAVE

A. The word "leave" denotes permission to be absent from an institution (originally a monastery or army - and now work).

By its connection with studying, "study leave" is to be distinguished from "holiday leave". However, if one ascribes to both of these their place in that sphere which furthers recreation*, these apparent opposites are seen to be parallel : holiday leave and study leave are complementary if one understands by the recreation necessary for society not only the renewal of physical and mental strength for current production, but also the provision of elements which contribute to the life-style of the individual and also to the democratic development of our society. If this necessary parallelism is recognised it becomes obvious that study leave cannot replace holiday leave, and holiday leave cannot replace study leave.

Conventional terminology in German distinguishes between "paid" and "unpaid" study leave, but does not link the "paid leave" as closely with "study leave" as in English-speaking countries. However, conventional usage is unanimous in rejecting as "paid study leave" the situation when subsidies or scholarships are given, accepting it only when wages or salaries continue to be fully paid.

B. Conventional usage is constantly subject to change in as changing a social field as education. Study leave is no exception to this. One example shows how its application influences conventional terminology; measures on behalf of housewives are to an increasing extent described as "study leave".

The Federal Centre for Political Education (1) and the State of North-Rhine-Westphalia (2) support projects concerned with the education of housewives. Neither the content nor the objectives of these programmes will be examined in the following sections, since this would not be relevant to the objective of the report. The influence on terminology can thus be seen to be largely unrestricted. This widening of the circle of those for whom "leave" is foreseen is not immediately compatible with the definition advanced in A. above. Only when the housewife's share in production is recognised - and this is happening to an increasing extent - can she also have the possibility of participating in this recreation.

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* i.e. re-creation of the individual

This example shows that, from practical usage, a tendency arises for common usage to tend to cover a wider definition of study leave than is permitted by its restriction to those in dependent activity.

C. In the light of such trends in terminology and its practical application legislative bodies and ministers are in some difficulty when they issue laws and/or decrees. For example the ministerial decree already cited in B. above speaks unequivocally of "study leave" when referring to measures which are to affect mothers not in gainful employment.

In the light of this definition it would not be surprising if an extension took place on the occasion of the issuing of laws and ordinances in a further direction - that of further education within the company. In this connection we cannot find the word anywhere. Thus the legislator follows common usage in using the expression "study leave" in the sphere of recreation - in its widest sense. In this respect the programmes require critical evaluation, which the legislator has foreseen in the revised version of the Industrial Constitution Law (3) for Works Councils. It is not unimportant, with regard to the use of the expression "study leave" in legislative terminology, that despite the provision that "members of the Works Council are ...... to be freed from their (4) vocational activities", no mention is made of "study leave". If the legislator is to be interpreted in the light of the above definition he must be persuaded to take measures for Works Councils which are more in the sphere of production and thus in the widest sense to foresee measures which promote those capabilities which are desirable for the carrying out of its activities.

II. OBJECTIVES OF STUDY LEAVE

The attempt to clarify the concept of "study leave" calls for distinctions which should properly have preceded questions of objectives and content; since the emphasis of this report is nevertheless to rest on the presentation of existing and planned programmes it appears sensible to introduce a section on establishing objectives for study leave which, to a certain extent, include the justification of study leave.

A. Study leave has the function, in further education for vocational purposes, of enabling the individual to cope with circumstances which arise through changes in the field of economic activity. This is not only a question of the cessation of a branch of production, of a method of production, or of the need to adjust to new machines or new processes, but principally of coping with the ever-shortening periods in which it is necessary to learn something new, or to cope with new working and life situations. This imposes objectives and contents which are not solely concerned with the mere passing-on of capabilities and skills. These can be taught within, or in connection with, the production process. More relevant as objectives and contents are forms of further education which provide, for the individual, the preconditions for mastering and structuring his life and which thus far exceed the objectives of vocational further education in state and social education.

B. This interaction of vocational and social educational measures may be attributed to several causes. On the one hand it may be that fields of conflict at the place of work form the starting point of social-political discussion. It can be attributed to value judgements in society against a background of vocational horizon or experience; finally that which is to be provided for mastery of life in connection with work must also be reflected in the social framework.

C. An improvement in general education by itself cannot justify study leave. It must be considered in connection with vocational and social education. It only becomes valid in this connection. The connection can be seen either in the sphere of production, or as an aid to mastery of life, or as a combination of the two domains.

There is a barrier to the establishing of objectives for study leave in the improvement of general education which is imposed by the duration of courses characterised as generally educative. Such measures can only be reconciled with difficulty with the concept of the time which can, hitherto and by common usage, be ascribed to "leave". To reach the undoubtedly valuable results in the provision of general education (although this provision is scarcely possible in the time available for study leave) there is always the possibility of regarding study leave as part of further education through the media. Objectives could then either be fixed by a rational integration with objectives which are valid in the vocational or social domain or, on the other hand, through taking over sections of the media for further education, as in formal education, including passing practical tests, examinations, etc.

III. LEGAL BASES FOR GRANTING STUDY LEAVE AND FOR THE MAINTENANCE OF PARTICIPANTS AND PROGRAMMES

The existing legal foundations are non-coherent and ambiguous. The "may-directive" gains the ascendancy over clear instructions. This is as valid in the case of legal regulations as in the stipulations of union contracts.

A. A solution was seen in a "Law on Study Leave" to be passed by the Federal Government. All parties contributed proposals for this. The Federal Minister for Labour and Social Affairs submitted a "Report of the Federal Government on Study Leave" on 1 December 1967 (5).

The SPD party in the German Bundestag brought out, in 1968, a draft law (6) which must be viewed in connection with their demands for the extension of the Law on the Promotion of Labour. The draft of 1968 was concerned with the "Law on the Award of Paid Study Leave for Participation in Study Courses in Citizenship which are Worthy of Support".

The government pronouncement of 1969 (7) offered some prospect of the introduction of study leave. In 1970 the Federal Government submitted its Social Report, 1970 (8). It announced that a draft law was being produced for the realisation of study leave. Study leave is to serve vocational further education and to include "other social and political educational content". However this report contains the reservation that it is necessary to keep in mind a budget for this. In the same year the 1970 Report on Education appeared (9).

In this report the Federal Government proclaimed, as its goals, that care must be taken that equal rights be given to support of vocational and non-vocational education, and that paid study leave must be introduced step by step. It added that the Federal Government was preparing a draft law.

1. In "Action Programme for Vocational Education" (10) it is even suggested that a draft is "shortly to be presented to the affected social groups and institutions for discussion". Beyond the indication that study leave is especially to be accorded for vocational and political education, the comment on the worthiness of the organisation for support (in respect of appropriate courses) deserves attention (11).

In the General Plan for Education (12) of 1973 the Federal States Commission for Educational Planning sets the goal of the "introduction of legally compulsory study leave".
One contribution towards this goal is to be "a Law for the Gradual Introduction of Study Leave"; "It is only to concern recognised institutions for further education". Beyond these suggestions, no

Federal initiative has so far emerged. Whether or not the stagnating discussion about a law on study leave receives new impetus in the Federation could be dependent on economic development (13).

2. In individual States there are laws on study leave, others awaiting ratification, others introduced in draft-form by party-members in the State-parliaments, and others at least under discussion.

In the laws, draft-laws, or discussions various attempts to solve the problems of target-groups and allocations are made; the following are cited as examples which are typical of others : the Law for Support of Participation in Educational Programmes of Berlin (14) confines itself to young workers up to the completion of their 21st year.
Participation is linked with educational programmes which "contribute to civic or political collaboration in the state, society, or vocational education".

This law indeed imposes narrow limits with regard to the circle of participants, (15) but it is generous in regard to the duration of leave granted to the participants.
The law replaces a limit by "employees have a claim on their employers, up to the completion of their 21st year, ... to be made free from their work for the necessary time". In Lower-Saxony the SPD party has proposed a draft (16) which includes no limitation of the target-group (17), but contributes to the discussion of allocations (18) : "the employer has fulfilled his duty of allowing study leave if, in the whole year, six thousandths of the total work-days accomplished in his firm have been taken up for study leave".

In the State of Hamburg the latest contribution to the discussion was made by a proposal of the SPD party (19) which foresees neither an allocation nor a restriction to one target-group. Only the period is limited for which liberation from work is to be effected - 12 working days (20).

3. The support for those participants (21) who take part in programmes for vocational further education comes mainly from the Federal Labour Office (22).

If this support of the Federal Office exceeds, in terms of duration, those periods which are usually set aside for leave, the support described below should serve as the basis for those educational leave programmes which promote vocational further education - within the confines of the definition accepted in this report.
The basis for support, in its present extent, is the Labour Promotion Law (AFG) (23) of 1969.

Under this law the Federal Labour Office offers, to juveniles and adults, subsidies and loans for appropriate vocational training within companies or in outside institutions both for basic training and advances courses and for other activities which prepare for vocational advancement, insofar as they themselves are unable to provide the necessary funds and that such funds cannot be reasonably demanded from those responsible for their maintenance (cl. 49, para 1).
Support is given to participation in programmes involving whole-day instruction (full-time training), sandwich-courses (part-time training) and correspondence courses. Support is conditional on the programmes being such as to justify the expectation of successful vocational training in the light of its duration, curriculum, teaching methods, training and professional experience of the responsible head-teacher and teaching staff (cl. 34).

The law provides (cl. 36) that payments for individual support can only be made in cases where the applicant is suitable and the support is reasonable in regard to the state and development of the labour market and the vocational aptitude of the applicant.

The state of the labour-market is referred to again (cl. 43) in those cases where participation is involved in programmes which are directed to meet the requirements of a company or association. In this case support depends on the existence of a special interest deriving from the policy towards the labour market.

The Federal Office bears, wholly or partly, the necessary costs directly associated with the further education programme, in particular tuition costs, costs of teaching materials, travel costs, work-clothing costs, sickness and accident insurance and also covers lodging and maintenance costs if participation in a programme involves being away from home (cl. 45).

The Federal Office supports conversion courses, under the terms of BFG (Art. 47), through its support of the participation of unemployed persons in such programmes as have as their objective the conversion to another appropriate industrial activity, with the special objective of ensuring or improving industrial mobility.

4. Study leave was only partly sanctioned, through the support of the Federal Labour Office by BFG, for other programmes extending beyond the periods of leave. Study leave belongs - as liberation from work - to the field of labour law and hence, in accordance with Article 74, no. 12 (24) of the Constitution, to the field of ratifiable legislation under which, according to Article 72, para 1, of the Constitution, States have the right to legislate "so long as, and insofar as, the Federation does not exercise its right of legislation".
Since the States' laws have already been cited above it should be noted that there is an immediate interdependence, in terms of content, between education directed towards State and social policy on the one hand and the conditions of the place of work on the other.

A perfect example of the coincidence of the demands of the place of work and the necessity to survey political, economic, and social circumstances, lies in the training of Works Councillors under the terms of the Industrial Constitution Law (25).

The corresponding Clause 37 of the Industrial Constitution Law states (extract) : "Members of the Works Council are to be freed from their vocational activities without diminution of compensation for work, whenever and to such extent as is necessary for the orderly carrying out of their duties, and with due regard to the size and type of the company".

"(6) Para. 2 is similarly valid for participation in training and educational programmes to the extent that such programmes instil knowledge which is requisite to the work of the Works Council. The Works Council should take account of the requirements of the company in deciding on the scheduling of participation in training and educational programmes. If the employer considers that the requirements of the firm have not been adequately taken into account, he has the right to call for arbitration. The decision of the arbitrator replaces agreement between employer and Works Council".

"(7) Notwithstanding the provision of para. 6, every member of the Works Council, during his term of office, has the right to paid leave of absence for a total of three weeks for participation in training and educational programmes which have been approved as appropriate by the responsible labour administration of the State in consultation with the employers' associations and unions. Claims under clause 1 are increased to four weeks for employees who officiate as Works Councillors for the first time and who had not previously officiated as youth representatives. Para. 6, clauses 2 to 5 apply.

A Federally unified regulation on state and social education policy is to be found in the regulations for Federal officials and judges (26). Since there are passages here which may also be considered as study leave for vocational further education, conversion, and programmes for the support of general education, this law should be given more space here. It may serve as a transition to the next aspect - the support of general education - and as the legal basis for many public servants, as a transition to the wages agreements to be discussed below. The following extracts sum up the terms of reference and extent of leave of absence :

"For the exercise of civic rights and the fulfilment of civic duties, such as participation in public elections for fulfilling official duties, and for the exercise of honorific activities or for fulfilling a public honorific office if legally obliged to this, salary payments are to be continued for the duration of any necessary absence". (cl. 1, para. 1).

"If there is no obligation to exercise a honorific activity, or to fulfil a public honorific office, the required leave of absence may be taken under conditions of continuing salary provided there are no service reasons to the contrary". (cl. 1, para. 2).

Leave for Trade Union purposes is to be permitted (according to clause 6) for up to six working days in the year, in the absence of service reasons to the contrary. As acceptable union reasons are participation in sessions of out-of-town unions or professional associations to which the official belongs, and in conventions of trade unions or professional associations on an international, Federal or State level (in the absence of organisations at State or local level).

Most leaves of absence - whether for union programmes, in State institutions or other establishments for adult education - are permitted under clause 7, para. 3 "for participation in State policy educational programmes which are deemed worthy of support". (cl. 9, para. 3).

The carrying out of an activity in the Development Service is worthy of special mention among the grounds for which leave of absence may be taken without pay (clause 9, para. 3).

The special possibility of training or receiving further education in foreign languages is granted under clause 10. Under this clause the superior authority may grant leave of absence with continued payment of salary for a period of up to three months, if the training is in the interest of the Service, and if it is to be expected that sufficient progress in learning the foreign language will be made. Further leave of absence for a similar purpose may only be granted at the earliest after the termination of the previous leave of absence for this purpose.

A special case - which also may be regarded as an aspect of conversion training - is the leave of absence possible under clause 4 for training as an assistant nurse.

During each course - of not more than 28 calendar days in the year - salaries continue to be paid.

5. The group of persons cited above also has, in some exceptional cases, the possibility of being supported for general education courses through the continued payment of salaries. These special rules are in any case valid for taking examinations at administrative and business schools, for scientific conventions, and for futher educational meetings, if these are useful for service purposes. The basis for part-support for programmes with a general educational content is to be found in the laws of some States (27) - but these foresee little support for participants and, even if they do so, only for travel-costs and/or - in the case of particular target-groups - as subsistance allowances.

B. Only a few years ago many experts regarded wage-agreements as the best way for promoting study leave. Most have now revised their opinion. The position of the Association of German Trades Unions may be regarded as symptomatic, when it stated in its "Fundamental View on Study Leave of the Association of German Trades Unions" (28) : "The DGB prefers regulation through wage-agreements".

Only 6 years later the 1972 "Educational Ideas in Politics" (29) asserts that the right to study leave must be secured by law.

This divergence in expert opinion may be taken as a sign that the solution through wage-agreements met difficulties (30).

However this consideration should not prevent us from seeing that every wage-agreement acts as a pacemaker if it contains regulations about study leave. Their number has steadily increased, and if the following evaluation of just 200 wage-agreements for over two million employees has any gap it is that a whole series of these agreements has been overtaken by the Industrial Constitution Law which was passed in the meantime - at least insofar as provisions relate to the training of elected representatives.

Nevertheless something does remain which is worth retaining, and which is thoroughly worthwhile as a field of experimentation for a (final !) general legal regulation.

The selection procedure may be regarded as an example of such a field for experiment. Except for cases of straight leave of absence for technical further education in the interest of the company selection is never left to the company management alone and only in a few cases to the Works Council in collaboration with the management. In all other cases the decision to whom leave of absence is to be granted is made by the Works Council (31).

1. In the solution through wage-agreements in the field of vocational training there is a weakness arising through this method of regulation : the difficulty of making comparisons. If we build the possibilities for vocational further education into wage-agreements this can be understood in a number of different ways. What is often erroneously declared to be leave of absence for "training" turns out, when one looks at the circle of people who are granted this leave of absence - for instance Works Councillors or senior employees, to be leave of absence for the training of elected representatives or officers. After eliminating all sources of error only one-third (31.5 %) remains as study leave for vocational training. Under this heading, furthermore, wide variations are likely to appear. Information as to whether study leave, in the sense of this report, is in question rather than what could be described as leave of absence for conversion-training, and whether the latter does no service to the mobility sought through study leave, but is purely conceived as change within the firm which leads not to new production methods and processes but simply to teaching manual skills, can only be gained from direct experience of it.

Those cases are worthy of consideration where leave of absence is granted without time-limitation, e.g. "for the length of the course", etc. It is precisely this difference between different procedures for leave of absence for purposes of professional training which shows that a solution through wage-agreements lends itself mainly to requirements specific to the industry or company. These positive aspects have also the negative side that such procedures easily lead to misuse of study leave for the firm's requirements. The misuse sometimes lies in the fact that the employee in question loses a chance of acquiring mobility outside his own place of work, sometimes in the fact that public resources are diverted to tasks which should properly be carried out by the company concerned.

2. Just 13 % of the wage-agreements which have been examined envisage study leave for education in state and social policy. Since social education is the central objective of educational leave, the neglect of this aspect must be seen as the real weakness of a solution through wage-agreements. Nor can the argument hold good that such social education can be given by the unions. This can be seen when we observe leave of absence for union training more closely.

3. It must first be noted that half of the wage-agreements (32) envisage study leave for training and courses related to trades union purposes; this is no way to remove the effects arising from the lack of leave of absence for education in state and social policy. Even if we start out by accepting that training for union purposes is always also training in social policy much is necessarily purposeful training which has primarily to take account of the demands of the official's daily life, and can only seek didactic solutions which simultaneously impart the social background with the tools of the trade. Here is a problem which must certainly be solved more rapidly than those relating to vocational training.

4. One form of union training is that concerned with the carrying out of representative functions on behalf of employees. In 46.5 % of the wage-agreements this training is often given as the only ground for leave of absence. On the basis that this task is recognised in union training work it is clear that its importance is fully recognised in the wage-agreements and in those in which study leave (96 % altogether) was envisaged.

IV. EDUCATIONAL PROGRAMMES

A. Educational programmes are defined by the target-groups for which they are provided. Since resources for these are restricted, priorities must be established; the establishment of priorities is, in the last resort, a political decision.

Similarly the question of which target-groups should be accorded priority is the object of detailed discussion. An attempt is made below to clarify the discussion of target-groups in order to throw light on efforts to establish the essential rights and priorities for further education.

Without going into the demands of "life-long learning" (33) we should first see what is to precede or take precedence over the discussion : namely social and personal requirements a right to training. Both requirements vary as a function of already acquired knowledge and qualifications.

The greater were the chances of learning in earlier periods of life, the greater are the requirements for education. The balance between social and personal requirements makes it desirable that education should be, as far as possible, imparted to those who had fewer chances of learning in earlier years. However, under normal circumstances changed social circumstances follow changes in personal educational requirements. If study leave is not to follow the principle : "to him that has shall be given", those target-groups must be considered whose educational requirements were moulded from that social status in which their members are placed because of previously offered and accepted learning possibilities, and previously acquired qualifications.

1. A group identified by the same social status can reach that degree of similarity which is the condition of attainability of the target-group. This may be the case where those involved work for the same firm or in the same industry.

A homogeneous circle, capable of being addressed as a target-group, may exist through the members sharing the same or similar working conditions, or the same share of monotonous working processes often characterised by short periods of activity and long waiting periods, etc. Apparently different groups - such as railway-pointsmen and machine-minders in power stations - can learn to regard themselves as groups made homogeneous through similar work-loads, stress through responsibility, inter-activity waiting-periods, shift work, etc.

The hardest to define are those target-groups who indeed have some of the characteristics of the groups described above but whose common element is that the place of work is not a positive field of learning (34), i.e. the social position within the firm imparts nothing but a consciousness of total dependence and offers no possibility of learning anything additional or of bringing about some change.

The conditions of suitability for working in a certain place of work are often to be found in the fact that earlier learning possibilities have not been used and are not expected in the work-place, because readiness for education, over and above familiarity with certain unskilled operations, could diminish the efficiency of a work process based on repetitive activity.

2. In respect of the target-group of working mothers the situation of the place of work is often subordinate to her role in society and the family. For these target-groups the following conditions may be seen as factors which could lead to recognition of common characteristics :

   the absence of possibility of qualification in the company as a result of expecting only departure or part-time work,
   the diminution of learning possibilities as a result of the restriction of time available for it;

   inadequate understanding in government offices and institutions for the problems of the working mother;

   inadequate understanding in the family of the need to take advantage of opportunities for education and living.

   The range of groups arising from these conditions shows that educational study in such cases must be formulated on a broader basis than with groups whose main characteristics can be ascribed to the field of conflict within the company.

3. The target-group of Works Councillors is outwardly a homogeneous group created by the conditions of key representatives of special interests, but nevertheless often seems quite heterogeneous. Apart from the distinction between representatives of manual and clerical workers - a distinction which is increasingly receding into the background - there are the questions of the size of the company, whether it is a profit-sharing organisation, its union orientation, the duration of the activity, etc.

4. A large target-group which, in itself, is really heterogeneous is that of youth. Regardless of all the differences ranging from different learning possibilities in school to totally different learning and life-possibilities in the place of work, an increasing number of programmes are developed which are especially directed to young workers.
   Although there will be a discussion of the financing of support for these programmes (35) in para. 6.2., the necessity arises, beyond

the homogenizing factor of a special dependence-characteristic of the young worker, to specify programmes which take into account the differing learning and qualification possibilities of youth.

5. The target-group of female workers is primarily differentiated in respect of the individual programmes by the sex difference from other target-groups. An underlying principle is the characteristic of discrimination against women in present-day society. Yet these programmes still frequently restrict themselves to the bare presentation of factual content and seldom create paths to active knowledge as, for instance, frequently happens in political education. Learning from practice only becomes possible when the circle of those involved consists of tightly defined target-groups, as for example the shift workers in a particular industrial sector or female factory-employees with children. In the case of female shift workers significantly homogenizing group characteristics can be seen in the following conditions which are specific to the work place : the work place offers no possibility of vocational qualification.

6. The target-group of foreign workers is generally regarded from the point of view of the integration of this group, whilst maintaining their customs and languages. Since the programmes for foreign workers are only just starting it remains to be seen whether they can really be considered as a total group or not : and, in the latter case, whether - from the point of view of physical integration - a few conditions can be identified whereby the characteristics of smaller target-groups can be derived.

B. The question of establishing the content of educational programmes is closely connected with a discussion of target-groups. Proponents of the idea that the introduction of paid study leave should be addressed to new groups must face the question of how the content should be specified : quite independently of the identity of the organiser two points of view stand out as bearing on the content and are closely related : the integration of general and vocational education, and the introduction of personal experience into the educational programme.

1. If we recognise that vocational training cannot be an isolated section of education (36), but must be integrated into the overall educational system, we find that in most programmes some steps towards integration are being taken.

Nevertheless we can regard it as certain that, to the extent that the whole educational system takes steps towards integration, the field of further education will not remain an exception. This means for us that, although we must confirm that at the moment courses are still confined to the bare imparting of capabilities and skills, these will in future either be ascribed to further education in the company and thus be excluded from what can be described as study leave or, on the other hand, that programmes can be vocationally based, i.e. vocational further education having regard to the previous experience of participants and reflecting the points of convergence in the work and social fields.

2. Personal experience must be introduced if successful communication with the target-groups in the place of work is to be effected.

The introduction of participant-experience is not new as a teaching principle. It seems, nevertheless, difficult to draw conclusions with regard to the curriculum from this. In any case such an introduction is still at an early stage, so that nothing here can be suggested as definitive and much must be left to practical experience of study leave in practice.
If the participants of a target-group such as assembly-line workers, shift workers and others are to be addressed at their place of work, and if they are to introduce their own experiences, the right conditions must be created for this. All organisers of such programmes agree on this.
However there are different opinions as to how this introductory phase should be put into practice. For some it is important to achieve the optimum homogeneity before entering on the discussion, and to encourage the weaker to reveal their deficiencies arising from working experience or inability to articulate. For others it is important to present a foreseeable pattern in the programme and thus, spontaneously, to introduce criticism arising from this in the introductory phase. Yet others allow personal experiences (positive as well as negative) to be introduced after a lecture, and try thus to lead the discussion into the field of conflict as envisaged in the programme. It is clear that, in the case of target-groups addressed in this way, the initial phase decides whether and how far the contents of the course or other programme based on the place of work can be determined. (This is principally a methodological problem, and shows basically that only after the clearest possible definition of a target-group can programme contents be decided).

Reports from experience of such programmes show that, if they have no appropriate background material and the necessary controlled direction, they at least require a clearly defined concept. If it appears necessary from experience that, so far as possible, courses should be self-contained then the dividing-up of the right to leave, as is being considered in the case of study leave, must soon be given up; already, in theoretical discussion, it is regarded as problematical.

3. For the target-group of those female workers for whom an educational programme is to be structured on the basis of the place of work there are, fundamentally, the same problems as those of the previously described group - at least with regard to the initial phase. However, the social relevance of conflict in the company is more difficult to establish because, during the initial phase or previously, the discrimination against women in working life must be raised. For this purpose background material must be carefully selected and suited to the appropriate stages of the discussion.

Stress should be placed, during the introduction of the content, on leading from education based on the place of work to leisure-time education and its problems (37). This can have the effect that the flight into the consumer domain is, to a certain extent, an after-effect of mastering conflicts in the place of work, which is not easy either for participants or for the teacher. It would lead to a veil being drawn completely over real-life situations, which are now decisively moulded by the place of work.

Only after their mastery, and their inclusion in social terms of reference, should the field be considered in which the woman (in normal cases) has indeed played a superior role to that of the man but, fundamentally and as a consumer, must again recognise a position of dependence. In this phase it is possible to consider imparting action knowledge (38). The target-group of the Federal Republic which is most frequently approached is that of the Works Councillors, and this was the case even before the possibilities of leave of absence were established by the Industrial Constitution Law.

Whether unions, employers associations, church organisations, or chambers of labour (39) organise courses for Works Councillors, the stage is held by questions about the content required for the mastery of their functions.

If contents and methods differ between the programmes at present organised for Works Councillors this is for various reasons which depend on the identity of the organiser and are better discussed at that point (5.).
Some reasons for differing contents arise from the heterogeneity of this group, as has already been described. It is immediately pointed out by those who organise programmes of courses for Works Councillors that, in the first instance, participants expect to acquire that knowledge which is necessary for exercising the activity of a Works Councillor. Good programmes are so arranged that they use the activity of a Works Councillor, with his positive and negative personal experience, as an introductory phase and to derive general rules from the experiences which are then strengthened through background material.

Special importance is given, in programmes for Works Councillors, to the central question of social development, that of participation. This is clearly the case where participation is the subject to be taught. But it is also true of participation as a teaching principle. The course itself must prove itself as an active field for participation. Various routes are taken to this end which finally lead to the situation in which a residential course can be a field for the organisation of leisure and leisure behaviour.

With regard to the content of programmes for youth it is clear that scarcely anything can be recommended here which would not also be valid in programmes for adults.

The only questions specific to target-groups which are worth mentioning are the special questions of apprenticeship and training. Because of the special nature of the apprenticeship or trainee conditions an additional aspect enters in the conduct of the course in which work experience are introduced, but this is difficult to consider here.

To an increasing extent the group of older workers requires special programmes. It was formerly considered that the main problem was the conversion training of this group for new positions. The programmes developed for this purpose were well received - but avoided the real problems of the older workers. Previously, older workers were only of peripheral interest to those developing programmes for further education. This changed at the moment that the "conversion-trainee" became the "further trainee" and the divorcing of the older worker from the demands of the production process became recognised as a social problem of the older worker. Here only a few problems can be mentioned and presented from the point of view of content.

The main problem area of older workers is mainly to be found in their strong attachment to the place of work. This is valid not only in the case of their loss of a place of work following notice, but also in respect of their entry into retirement. A death rate which often increases by orders of magnitude is a significant sign. Contents must have the objective of preparing for life without the former place of work. Contributions are needed here from the doctor, the psychologist, the old age pensioners' adviser, and a person whom we may call leisure-adviser or leisure-teacher. The last is to help the individual free himself from commitment to the place of work through an activity which the individual can regard as reasonable.

4. In this study an examination of contents by reference to target-groups has been placed before considering the institutions organising educational programmes, which already operate study leave, or are preparing themselves for future programmes, because as a rule the organisers are ready to adjust what they have to offer to the needs of the participants, and also because the inclusion of the participants in the specification of programme contents is a major component of further education. This concentration on target-groups should not however conceal the task which is imposed by the individuality of the different organisers.

The need remains, unaltered, for varied types of organiser for further education and for study leave, but the function of imparting knowledge has slightly changed. Furthermore particular target-groups relate to particular organisers, with consequences for the curriculum through this orientation. Firstly the different organisers show a degree of concentration which affects the choice of the themes to be included in the programmes. The following evaluation of adult education in Bavaria (40), although not to be regarded as representative of the Federal Republic, can at least reflect this trend :

Subject Area	V.H.S. % of subjects	K.L.A.G. % of subjects	A.E.E.B. % of subjects
Political Education	9.23	16.61	12.83
Mass-Media/Sociology	5.44	3.95	4.50
General Education	22.63	6.83	45.37
Religion/Theology	1.07	20.53	2.80
Musical Education	13.45	3.10	2.24
Educational Science, Psychology, Medicine	5.06	21.47	19.12
Languages	15.25	0.13	-
Science and Technology	6.02	0.88	0.21
Economics, Social Policy	1.79	6.85	1.58
Business Practice	5.34	0.03	-
Social Groups	-	0.93	0.52
Other Subjects	14.72	18.69	10.83
	100.00	100.00	100.00

Subject Area	D.G.B. % of subjects	D.A.G. % of subjects	L.E.B. % of subjects
Political Education	19.47	16.43	4.08
Mass-Media/Sociology	9.89	0.10	0.48
General Education	-	1.23	0.88
Religion/Theology	-	-	0.61
Musical Education	-	5.44	1.43
Educational Science, Psychology, Medicine	-	1.95	26.19
Languages	1.71	2.16	-
Science and Technology	2.92	4.21	0.17
Economics, Social Policy	56.88	39.43	10.02
Business Practice	3.15	6.37	1.29
Social Groups	4.54	0.31	-
Other Subjects	1.44	22.37	54.85
	100.00	100.00	100.00

In some cases it is interesting to compare the percentage share of the programmes of one organiser with the programmes of all organisers.

The following examples may be cited :

In the case of the K.L.A.G. the share of themes in the field "social groups" is given as only 0.53 %. The share of the themes of all organisers in this field is, however, above 56 %. In the evening institutes (V.H.S.) the share of "languages", "sciences and technology" and "business practice" are 15.52 %, 6.02 % and 5.34 %, whereas their shares in the programmes of all organisers are 97.46 %, 81.51 % and 86.3 % respectively.

It is interesting that the two denominational organisers together account for three quarters of the programmes concerned with "theology and the world". It may be felt to be strange that the evening institutes exceed the A.E.E.B. by 2 % in the field concerned with religion and theology. However the important social significance of the individual organisers does not lie in responsibility for specific emphasis and hence to arrange the teaching system more rationally, but rather to seek an answer to fundamental questions concerning society from the specific value judgements of individual organisers.

The search for and - together with the participants - the finding of answers to the fundamental questions relating to our society implies intensive working methods such as courses and seminars.

In the case of the above-mentioned study of adult education in Bavaria, the D.G.B. (Trade Union Association) in particular showed, with a share of about 60 % to 40 %, a noticeable preference for such intensive working methods. In the case of the evening institutes the shares are about equal, whilst with the other organisers the balance lies at 27.73 % in the case of the D.A.G. and 18.82 % for the A.E.E.B.

(This description of the dependence of content on the organiser illustrates above all the problems which would arise if unification was pushed too far).

What is here taken as an example of the emphasis of individual organisers will be further amplified in 5., "Educational institutions and their main aspects relevant to study leave", insofar as it is important in a discussion of study leave.

5. The dependence on support for education includes the interdependence of organisers, target-groups and educational content. When we examine the study of adult education in Bavaria it is striking that the two denominational organisations devote 16.61 % and 12.83 % of their programmes to the theme "political education" as compared with 48.38 % of the programmes of all organisers. Even if it is accepted that the important problems of political everyday life must be considered on a religious basis and related problems introduced, this acceptance highlights a circumstance which is not so striking in the case of other organisers, but which nevertheless could have the same weight : the organisation of contents according to those criteria which are relevant for the attribution of subsidies. Here political and youth education play a special role, for both are eligible for considerable subsidies through the Federal Centre and the State Centres for Political Education or the Federal Youth Plan (41).
Too strong a dependency of contents on those institutions which can award the means for supporting programmes has the disadvantage that willingness to change the content of programmes, once they have received recognition, is suppressed. The spirit of experimentation and development must yield, because of the possible risk, to adherence to the "tried and proven". The same point which has been made on political education cannot, for the time being, be made on programmes for vocational education and its support. But it can already be foreseen that, if study leave is granted at Federal level through a law on study leave for vocational educational purposes, the Federal Labour Office will have the same role as the Federal Centre for Political Education and so create restrictions. Considerable obstructions must be expected if the vocational content is linked to social content and, in addition, the question of authority arises.

6. The content of those programmes which conclude with a certificate require standardisation which therefore requires the co-ordination of organisers, if these certificates are to be comparable. Such programmes must, to an increasing extent, be placed in the category of those which fall within the responsibility of the State.

V. EDUCATIONAL INSTITUTIONS AND THEIR ASPECTS RELEVANT TO STUDY LEAVE

In 4. above - Educational programmes - section 4.2.4. discussed the content of educational programmes and their dependence on individual organisers. It did not seem appropriate at that time to refer to the programmes themselves. With regard to one aim of the study, namely the examination of the programmes which are involved in study leave, a basic presentation of all the possible forms of available education by duration, form, content, teaching staff, and participants would not be practicable.
In this section therefore the important organisers of adult education are discussed together with programmes which appear to be typical of them.

The inclusion of the category "further education" in the whole education system made necessary the inclusion of all institutions whose programmes take account of a development marked by the concept of "life-long learning". Here paid study leave has the function of supporting this concept.

A. The evening institutes (V.H.S.) and community institutions for further education at first eight meet, in a quite special way, the requirements arising out of this concept. In most communities above a certain size there are evening institutes, and in most States there are laws by which the community is the organiser of high school work (42).

Evening institutes offer education in widely differing fields and - conditioned by the appropriate teaching functions - in different organisational forms. The main organisational forms are :

- day and week seminars for the treatment of interrelated subject-domains;
- working groups for discussion of problems which allow the assembly of groups for regular discussion of personal experience;
- finally, courses relating to general and vocational education - ideally interconnected - whereby as a rule a conclusion (e.g. a certificate from the institute) is sought. They imply the formulation of an unambiguous learning objective and a high degree of systematisation.

B. Programmes of companies and trade associations

Companies and trade associations are guided, in their educational activities, by the view that productivity depends on educational investment. This was supported by the annual evaluation of business experts for 1965. Here there is a demonstration of "how much the productivity of real capital investment depends on previous allocation of resources for training, research, and technical development" (43). Worthy of particular attention is the assertion that the effects of investment in the schools is only felt after many years, but the rewards of further education are felt considerably sooner (44).

These observations make the increased educational efforts of companies and trade associations understandable, particularly in the field of further education.

It is true that, now as before, the emphasis lies on further education within the Company and hence on "on the job training" in particular, but there is increasing recognition that long-term personal planning is necessary and educational activities are widening towards course-programmmes including general education and social training. Even if no comprehensive material is available, the associations' estimate of DM 1,000 million for 1972 gives an idea of the order of magnitude of the increase.

The first indications of a conversion to adult education based on social problems can be found in the 1950s, although these are often conceived in the form that "the company should be an institution for adult education in the social sense" and as such - "not from any explicit training intention but as an autonomous process of adult education". (45)

From "Educational Work in the Company" (46) we learn that part of the educational requirement of adults is "to consider the demands made by the economy and society". However there is not as yet anything for this purpose in the proposed educational material (47).

Eight years later (48) the Federal Union of German Employers' Associations laid down educational objectives whose central message is as follows :

"Insight into the world of work and business as into social and political order;

"understanding of freedom as the motivation for personal engagement, and the acceptance of responsibility in society so as to promote community life and the realisation of life-objectives for the individual;

"establishment of a permanent readiness for education;

"ability and readiness to accept responsibility;

"ability to form judgements and to make decisions;

"ability to master changing demands quickly;

"community spirit and the ability to co-operate".

There can be no doubt that a whole series of educational activities of companies and their associations comes into that realm of programmmes which are involved in study leave, through the content implied by such educational objectives. But a further precondition would be an examination of present day discussions about target-groups. It is not enough to assume a social term of reference and, within it, to direct the traditional participants to programmes of worker-education, but rather to develop programmes to meet the requirements of those who have hitherto been outside all educational activities.

C. Trades Union Organisers

The importance of education for individuals and, still more, for social development was soon recognised by trades unions. Thus the original idea of paid leave of absence from work for educational purposes came from the unions. For them naturally political education stands in the foreground, even if considerable successes have been achieved in the field of vocational further education which will however not be further discussed here (49).

Since the unions wish to include, under study leave activities, not only those conducted residentially, it is also necessary to include those activities which last for periods of at least a week, but whose participants sleep at home. Even if such activities are regarded as being of particular future importance for the unions they are, at present, infrequently offered and in general have the character of experimental programmes on a regional basis.

On a local and regional basis there are only few residential centres available for residential courses. In addition to hotels (out of season), the hostels of other organisers or institutions are used and this frequently leads to co-operation with these organisers or institutions.

(This is a simple explanation for the circumstance observed in the O.E.C.D. Report on Further Education in Germany as "individual" (50), that co-operation between different branches of the same organisation is more difficult than reaching an agreement with a third partner).

Residential centres are, above all, used by union organisers of central programmes. Some centres are not available all the year round for educational work, but are also reserved from time to time for recreation. These establishments, however, constitute an especially good setting for educational programmes where whole families wish to be included in the study leave. Such programmes have been, for example, included in a series of twenty trial seminars which are being conducted in the state of Hessen.

The largest union residential centre for education (51) is able to offer courses with wives, but has not used this potential in the seventeen trial seminars for study leave. The trial seminars in this centre were exclusively for Works Councillors and union officials of the Metal Workers Union. Other unions are awaiting the results of these trial seminars. The German Clerical Union also is primarily interested in the results of the concomitant scientific evaluation. To this extent an important part of the experimentation of educational leave may be viewed as co-operation between the unions. If union work in education is also to be seen as education by objectives, so also must the foundation of educational institutions in the individual States, which take account of the development towards further education, and which are expected to be more open to individual organisers. This availability is also inherent in the basic conception of the contents of the central institution of the German Federation of Trades Unions, DGB-Bildungswerk e.V. (52).

D. Church Organisers

Church organisers of adult education make great efforts to meet the highest demands of study leave. Here they try to introduce earlier experience and to utilise the fruits of scientific discussion of the present. The churches speak not only on the necessary contents and target-groups, but also develop ideas of how a claim for study leave could be realised, and also how it can be legally formulated.

First we will discuss the institutions and organisations concerned with such activities or which are relevant to them.

In the field of the evangelical churches a degree of co-ordination and a far-reaching unification of educational work can be seen. This is because most evangelical schools were conceived or founded at about the same time, and these schools were brought together in an association of their directors. In regard to the development of programmes for study leave an element of regional emphasis was established. This emphasis is partly determined by vocation - such as the Women's Organisation of the State Church of Schleswig-Holstein for the target-group of "country women", Villigst on the Ruhr for shift workers and Bad Boll for employees of the "lower third" (53).

The introduction of a working group, which concerns itself centrally with the problems of study leave and with co-operation with other organisers, does not change the fact that regional initiatives for activities in educational leave preponderate. A further contributing factor is naturally the quite considerable financing of activities by the States, which have thereby favoured the varied evaluation and development by the individual States and also by the State Churches.

In the same way as with unions and employer organisations this circumstance has also contributed to influencing the foundation of training establishments and to their initiatives (54).

The Evangelical Church of Westphalia can be cited as representative of other State Churches with its "tasks and possibilities for a special church role in the structuring of study leave and its themes" (55); the social committee of the Evangelical Church foresees :

- Imparting and presenting the personal and social relevance of the Gospel;
- Information on learning methodology on the subjects of negotiation with, and the treatment of the media;
- Information on political, economic, and social matters and on their interdependence;
- Discussion of ideologies and ideological processes;
- Working out of social and ethical categories for the assessment of a humane society;
- Assistance with the vocational and political mastery of new demands imposed by changing structures;
- Explanation of the behavioural characteristics of community-life in the
  - . family,
  - . company,
  - . social group,
  - . State;
- Imparting the results of peace-and-conflict research together with practical exercises in arbitration and the solution of conflicts;
- Arousing a readiness for commitment to political and social functions.

The working party of Catholic-social educational institutions (AKSB), which was formed as early as 1952 out of a loose collection of individual institutions, made not only its own proposals for the structuring and awarding of study leave, but has also, over a long period, directed a discussion which, as precursor of the present discussion of target-groups, is worthy of comment (56).
There are however limits to organisational co-ordination which are set by the multiplicity of the social groups and institutes. A series of foundation courses in the individual dioceses could at least respond to requirements as to the content of study leave. In particular, supplementary and extension courses of the social associations could be incorporated into a corresponding concept. In the social institutes both the social sciences courses and certain special courses could be organised to meet the requirements

of study leave. There is such diversity amongst the organisers that it is difficult to speak of specific points of emphasis which could be seen as characteristic of the catholic field of implementation of study leave. If the working party of the Catholic-social educational institutions (AKSB) concludes in a working paper (57) that one must "awake and encourage in members the readiness to organise courses in respect of study leave", this shows that no clear conclusions have yet been reached about the contents of study leave courses. Nevertheless it is asserted in the same paper that residential courses for "educational activities for spouses and workers with husband or wife and children are especially suitable"; this has a certain importance.

These groups will stand in the foreground of Catholic-social efforts in education, when individual organisers have finally chosen selected target-groups for the emphasis of their educational work.

E. Other organisers

The necessary objective of determining the contents and priority of specific target-groups makes study leave courses more than a leave of absence for an indeterminate further education course. From this it can be concluded that few of the other organisers come into consideration regarding study leave courses, even though the number of organisers which, by their own account, conduct further education and expect subsidies for political education work is several thousand. Special importance is granted to the - mainly church - organisers of rural adult education. They address target-groups whose educational deficits are conditioned not only be special conditions of dependence but also additionally from the markedly deficient provision of education in country areas. Courses are staged by these organisers, some of which should certainly be taken into account in considering study leave. For example various conflict situations are placed in the foreground in courses for "Part-Time Farmers" (58). Only after the presentation of these conflicts and their causes is corresponding factual information imparted - to a certain extent as a consequence.

Courses and institutions of university adult education have so far scarcely been explored in their connection with the organisation of study leave. However, to the extent that programmes are developed which result in the opening of institutions of higher education as a field for workers' education, they can also be of influence for courses for study leave. However they can only be developed to a limited extent by the higher education institutions themselves. They need closer contact with other institutions concerned with workers education in the field of further education, especially the unions and "Work and Life" (59).

"Work and Life" was already demanding, in the early 1960s, that special study leave should be granted. The process of forming opinions by this institution on forms, target-groups, and content

of educational leave was a lengthy one. Special impetus is to be expected from "Work and Life".
This is supported by the volume of individual courses (of an order of magnitude of some DM 7 million), and a willingness to co-operate in programmes for workers' education.

VI. FINANCING AND ACCEPTANCE CONDITIONS FOR STUDY LEAVE

The implementation of programmes of study leave is largely dependent on adequate financing. Financing depends, in its turn, on what help can be given to organisers and participants. (The legal regulations in this respect were mentioned in section III. The question of financing will be considered in section VI - B).

A. In section IV - B.5. (contents dependent on support) the connection between the support of programmes on the one hand and their contents on the other was raised. Over and above this are the connections between the support-budgets and the conditions which the participants should fulfil. No further consideration will be given in the following sections of this mutual and often unclear interdependence. Instead a simplified version of the respective demands made on organisers and participants will be presented.

Discussion is also needed on existing distribution practices in the field of further education.

1. The demands made on an organiser implementing programmes for study leave are, firstly, conditioned by the relevant laws on the individual Federal States. For example the following is taken from the law on adult education in the State of Lower Saxony (60) :

"Conditions for the support of establishments, Article 3

1) Establishments may only receive support from the States if they :

- are exclusively devoted to adult education;
- are managed by legal persons;
- are open to anyone, and participation is free, and
- can demonstrate such services as, by their content and extent, justify support.

Insofar as organisers of institutions are not legal persons in public law, they must meet the demands of the tax law for purposes of public utility.

Conditions and form of recognition,
Article 5

1) An institution is to be recognised as deserving of support, on written application by its organiser to the Minister of Culture, and if it :

   - may be supported under Clause 3;
   - has been in existence for at least three years and, in this period, has demonstrated its capacity for achievement;
   - operates according to long-term and educationally professional plans;
   - the type and extent of its activity provides a promise of durability, and
   - is directed or advised by a person whose principal professional activity is in adult education, and who possesses the appropriate training and experience.

   Recognition involves a formal document; it can be accorded retroactively, but not earlier than the beginning of the year of application, provided that the preconditions of clause 1 were already fulfilled at that earlier date.

2) Organisationally independent parts of an institution are excluded from the right of support if they do not fulfil the preconditions of paragraph 1 .

The overall plan for education (61) foresees, in section C (Further Education), an increase in the provision of places for further education in full-time courses, and refers to the example of courses conducted in the field of study leave. Thus the requirements which are laid down there are very important. For instance : "Provision must be made for teaching and work rooms, a lecture theatre, a library, rooms technically equipped with aids for self-instruction (for example language laboratories, learning programmes, technical journals), and workshops.
It may be necessary to build special educational premises".

The formal demands on organisers require amplification and inspection because of the demands of social development. In addition corresponding demands on the organisers must be formulated. Through the inclusion in study leave of educational programmes which are only partly carried out under residential conditions, the requirements which arise must be correspondingly formulated.

2. The requirements placed on participants in courses for study leave depend on various social factors. The formulation of requirements is fundamentally a political decision : if the granting of study leave is made to depend on participation in defined courses, or even on obtaining certificates, it would contradict the idea that a motivation towards education should be created through study leave : such regulations would make all further education available to precisely those who are already educationally advantaged. In this way the gap between those who hitherto have had no further

education and those who, through education, already have a better social position, or an improved vocational position, would become even wider.

From this point of view it would be initially preferable to derive "conditions" for participants from their membership of target-groups (62). Only after the "requirements" (63) of these groups for appropriate programmes is satisfied should courses be considered for establishments under study leave which build on a foundation of previous educational achievement to achieve their objective or certificates.

The question of previous achievement only plays a subsidiary role in current regulations for study leave. Thus we find that the stipulations of wages agreements on study leave involve isolated criteria on which the granting of study leave depends. For example leave of absence from work is made conditional on the length of service in the company or on a request from the union. (In the case of this request the union activity may be defined as a previous achievement).

B. That financing methods are relevant to the development of study leave has already been suggested in the third section in the discussion on the legal bases. By studying these legal bases it can be confirmed that, as a rule, support is for individual courses. The fundamental rule of supporting defined courses which fulfil corresponding criteria has itself been a factor which impedes the development of educational programmes. On the other hand a simple distribution to existing "recognised organisers" of further education would mean that the acquisition of support would be made considerably more difficult for groups which have previously stood on one side or have not yet appeared as organisations. In the discussion as to whether organisers should be subsidized directly or through subsidizing of courses other points of view arise, as well as those of social policy. For instance an organiser who is obtaining subsidies for equipment and personnel is in a better position to develop programmes than an organiser who needs subsidies in order to meet personnel costs. A special form of income to organisers of courses would be subscriptions from participants. Any attempt to place the emphasis on the individual's financing of courses must be countered because they act against the principle of equality of opportunity and so an important objective of study leave, which is to promote the desire for further education. It is at least partly due to their need to charge persons taking part in their courses that evening institutes have been almost exclusively concerned with those who have already decided on a need for further education.

The fees payable by participants in evening institute courses are based on the kind of course and are graded according to its duration (number of teaching-hours). Charges are reduced or waived in the case of pensioners, students, servicemen and employees of the evening institutes and their dependants; they are also reduced in the case of members of large families or where several courses are being taken. (Fees provide 30 % to 40 % of the cost of financing the courses (64).

There is no information on participant-contributions from other organisers. However, in the field of vocational further education there are areas in which considerable subscriptions are involved. The internal share of financing with other organisers is often made up from membership subscriptions. These may be described as subsidies diverted for educational purposes. These organisers are mainly unions, employer associations, and chambers of industry and commerce, the last from compulsory subscriptions.

1. Resources provided from public sources for the organisers of adult education are regulated by many criteria and cannot be presented from the point of view either of individual organisers nor of the paying offices in such a way that the whole picture can be seen, or in such a way that a part can be seen which may be regarded as an example of the total funding.

In addition to the Federal Ministry of the Interior, subsidies for courses are provided by the following Federal ministries :

- The Federal Ministry of Labour and Social Affairs;
- The Federal Ministry for Defence;
- The Federal Ministry for Youth, the Family and Health (all three sections);
- The Federal Ministry of Finance, and
- The Federal Ministry of Education and Science.

This support of courses by Federal Ministries represents an annual total of more than DM 100m, of which the Federal Centre of Political Education provides 20 %. (If one excludes support for courses which probably would not be included in the concept of study leave, the percentage contribution of the Federal Centre would be considerably higher).

The bulk of this financial subsidy comes from the budgets of the individual Federal States. The importance of the different recipients varies widely between the individual Federal States, as do the ways in which resources are accorded. This is not affected by the revision of the relevant laws for the support of adult education in the individual Federal States. Uniformity of treatment is not improved from the revised texts, and indeed the States' resources are amplified to a considerable extent by local councils (65).

An especially comprehensive law is the State of Lower Saxony "Law for the Support of Adult Education" (66), which provides both for the subsidizing of organisers and for the support of courses themselves.

An extract from Article 8 gives an insight into the management of personnel costs :

"The State grants financial assistance for personnel costs, on application. Financial assistance is graded so as to cover the following costs :

- The costs of those whose principal occupation is director, teacher and adviser (educational assistant);
- The costs of the personnel who, as their principal occupation, control the provision of food and lodging associated with the course;
- At least 40 % of the costs of the administrative staff engaged in this activity as principal occupation".

In the case of subsidizing in the context of "general financial systems" (Article 10) the treatment of courses in political education is particularly important :

"The State will, on application, grant general financial assistance to meet expenses. The level of this is to be at least 20 % of the expenses where the educational work is of value by virtue of its content, form and extent.
Courses in political education will have 100 % of their appropriate expenses met. An administrative regulation will stipulate the preconditions to be met by courses in political education".

2. Subsidizing of participants in further education courses acquires a special importance in the context of study leave. The continuation of wage payments by the employer is already normal in the case of leave of absence for Works Councillors (under the Industrial Constitution Law), for study leave of absence under various wage-agreements, and in the Public Service field.

Wage penalties are not allowed in the case of participation in further education courses of the type which may be considered as study leave.
The subsidizing of participants is, in general, confined to the reimbursement of travel costs - second class rail, sometimes with an upper limit, e.g. DM 50 in Lower Saxony. Subsidies given for board and lodging may be regarded as an indirect subsidy for participants (through the Federal Centre for Political Education, or through public offices acting on its behalf).

Individual organisers - such as unions - reimburse wage deductions or pay compensation for wage deduction in the form of stipends. These methods will have a certain importance for some courses which are of particular interest to the individual organiser. Payments in the form of a subsidy to the participant are frequently made in cases of courses for vocational further education. For programmes which may be considered as educational leave, the form of subsidy is of no importance.

VII. THE FUTURE OF STUDY LEAVE IN THE FEDERAL GERMAN REPUBLIC

Target-group priorities, contents, and financing give rise to a multiplicity of solutions and considerations. The question of financing is additionally complicated by the problems arising from widely differing laws, regulations and practices in the individual Federal States.

These problems show clearly how the amendment of laws of further education - at least in respect of financing - influence the field of study leave. It is to be hoped that these points of contact will be taken into account through the simultaneous initiation of laws on educational leave in the individual States, so that unification of financing methods can be effected at a Federal level.

As regards questions of target-groups priorities and content in study leave the experimental phase and scientific investigation may contribute towards ensuring that study leave creates motivation over the whole area of further education, motivation which is desirable both for the technical and economic progress as well as for the democratic development of the Federal Republic.

VIII. ANNEX

A. Scientific investigation into study leave on behalf of the Federal Authorities (to Summer 1973)

1. Project "Further education/Adult education/Study leave"

   (Institute for Communications Planning, Bonn, commissioned by the Federal Centre for Education).

2. Project "Short term further vocational education - A Research Scheme for the development of a model of vocationally-directed adult education with special emphasis on teaching and methodological aspects"

   (Freidrich-Ebert-Stiftung, commissioned by the Federal Institute for Research in Vocational Education).

3. Project "Empirical investigations for the evaluation of further educational methods and their long-term efficiency"

   (Educational Institute for European Policy, commissioned by the Federal Minister for Labour and Social Affairs).

4. Project "Alternative possible uses for increased leisure time"

   (Professor Külb, commissioned by the Commission for Economic and Social Change).

5. "Model seminars for Works Councillors"

   (Sprockhövel Training Centre of IG Metall, commissioned by the Federal Minister for Education and Science).

6. "A comparative survey of educational motivation in employees"

   (Institute for Social Policy and Social Law, in collaboration with the Seminar for Business and Social Psychology of the University of Göttingen, commissioned by the Federal Minister for Education and Science).

7. Project "Teaching and learning behaviour in adult education"

   (Professor Dr. Siebert, Teachers' Training College of Lower Saxony, Hanover section, commissioned by the Federal Minister for Education and Science).

8. Model seminar of the Media Association, for workers of low educational level, "Problems and tasks in a technology-directed world"; also appropriate for purposes of study leave (utilisation of time)
   (German Evangelical Working Group for Adult Education, Karlsruhe; project commissioned by the Federal Minister for Education and Science).

B. Examples of wage-agreements regulating study leave

1. Example of a claim for leave of absence for Works Councillors (subsequently replaced by the Industrial Constitution Law) from the Federal National Agreement for sawmills and other woodworking industries of 11 March, 1970 :

   "Leave of absence from work for study purposes

   a. Works Council members may receive unpaid leave of absence once a year up to a maximum duration of two weeks, in exceptional cases to a maximum duration of three weeks, for participation in training courses.

   b. Leave of absence up to a maximum of one week, in special cases to two weeks, with continuation of wage payment, for participation in training courses on vocational subjects, training on questions of the Industrial Constitutional Law for the parties to the wages agreement, and for works studies may be granted to :

      - one Works Councillor or one other employee in firms with more than 50 employees;
      - two Works Councillors or the same number of other employees in firms with more than 150 employees;
      - three Works Councillors or the same number of other employees in firms with over 300 employees.

      A claim for continuing payment of wages is no longer valid in cases where the lost earnings are replaced under legal provisions.

   c. Leave of absence under a. is to be counted in addition to leave of absence under b., and vice versa.

   d. The timing of leave of absence shall be agreed in good time between the employee concerned and the employer.

e. In the event of a difference of opinion on the selection of participants the parties to the wage-agreements shall go to arbitration".

2. Example of a claim for leave of absence for all employees for purposes of political education:

(Extract from the National Wages-Agreement concluded between the Association of Co-operative Banks and the Trades Union for Commerce, Banking and Insurance, version of 1 October, 1972).

"Article 16 : Study leave

a. For participation in courses of the Federation of German Trades Unions, of the Union of Commerce, Banking and Insurance, of the Co-operative Bank and of other co-operative enterprises which offer political and civic education, in particular for the exercise of responsible social functions, employees shall receive - without deduction from their normal leave entitlement - paid study leave of up to three weeks within a period of three calendar years.

b. During participation in these courses the Bank will continue to pay wages and salaries for the leave of absence. Gainful employment may not be undertaken.

c. A claim for study leave can only be submitted after one year's uninterrupted activity in the company.

d. A condition for the granting of study leave is that the course lasts for at least one week (five days).

1° The course must be part of a larger educational programme.

2° The employee must prepare himself, on a regular basis, for the course through appropriate general educational courses (e.g. evening courses, correspondence courses, week-end seminars) for at least the same period as that for which study leave is claimed.

3° The conditions in 1° and 2° above may be waived if there is sufficient justification for this.

e. Study leave can be granted for study-travel, if the employee travels on the basis of a union function, and if the other conditions for study leave are fulfilled.

f. The date of the study leave is to be notified in good time to the Bank. If the special requirements of the organisation, or requests for leave by other employees have priority the study leave may be postponed.
This applies in particular to the main holiday period in the individual places of work and in December.

g. For any grant of study leave the registration for the course must be submitted. The view of the governing body of the Union of Commercial, Banking and Insurance Employees or of the Federal Management of the Federation of German Trades Unions may be sought. Evidence must be provided of participation at the course".

3. Example of a claim for leave of absence for all employees and for all forms of further education :

(Extract from the wage-agreement between the Association of Bavarian Metalworking Industries and Federal German Union of Metalworkers, Munich branch).

"No. 6

An employee may claim leave of absence for further educational purposes for up to two weeks in the year on producing evidence of participation in the appropriate courses".
Inasfar as the employee is unable to claim his loss of wages from third parties these are to be reimbursed to him".

4. Example of a special regulation for a large group of persons:

(Extracts from the regulations on special leave for Federal officials and Federal Judges - of 18 August 1965, Federal Legal Code, Federal Legal Gazette III 2030-2-19).

Article 1

"Leave for the exercise of civic rights and for the fulfilment of civic duties."

(1) Leave is to be granted, with continued payment of salary, for the duration of the necessary absence from service :

a. For participation in public elections;
b. For fulfilling official attendances, in particular on judicial or police matters inasfar as they were not caused by a personal affair of the official;
c. For the exercise of an honorific activity or a public honorific office, if there is a legal obligation to do so.

(2) If an honorific activity or public honorific office is based on a legal provision, but there is no obligation to accept it, the necessary leave of absence may be awarded with continued payment of salary, provided there are no objections from the point of view of execution of normal duties.

Article 6

"Leave for Union services "

For participation in sessions of regional union or industrial association managing bodies to which the official belongs, or at conventions of union or industrial associations on an international, Federal or State level (if there is no State level, at local level) if the official takes part as member of

the managing body of the union or industrial association or as a delegate, leave of absence with continued payment of salary is to be granted for up to six working days in one leave-year, if there are no organisational objections.
The highest administration of the service can, in specially justified cases, grant leave for up to twelve working days in one leave-year; leave in the cases of Article 5 and 7 is to be included, inasfar as it exceeds six working days in the leave-year.

Article 7

Leave of absence for professional, political, church, and sporting purposes.

In the following cases leave of absence can be granted, with continued payment of salary, in the absence of organisational objections :

- For participation in scientific conventions and in professional further education courses, which are organised by State or community authorities, if this participation is useful to official service;

- For taking examinations (final examinations and oral tests) after a further educational activity in the sense of no. 1 above, and in management and business academies;

- For participation in courses of political education which deserve support; if the course is not organised by a public administration its merit must be recognised by the appropriate highest federal authority; detailed regulations will be decreed by the Federal Minister for the Interior".

Notes

(1) Federal Centre for Political Education, Bonn; a Federal office responsible to the Federal Minister of the Interior.

(2) "Provisional Guidelines from the Minister for Labour, Health, and Social Affairs, for granting State subsidies for the promotion of educational programmes for mothers with children and without gainful employment - study leave" - decreed on 17 January 1972; revised 18 January 1973.

(3) Industrial Constitution Law, BFG, revised version passed by the German Bundestag on 10 November 1971, clause 37, paras 6 & 7.

(4) Idem - clause 37, para 2.

(5) Bundestag Gazette V/2345, 1 December 1967.

(6) Request of the SPD party - 13 March 1968 - Schmidt (Hamburg) and party, German Bundestag, 5th Session, Gazette V/2682; the draft law on paid study leave of Bundestag-member Heinz Budde (CDU) did indeed get into public discussion, but was not discussed in parliament.

(7) Federal Chancellor Willy Brandt declared, on 28 October 1969, before the Federal Bundestag : "Technical progress and economic development impose constantly growing demands on the mobility of all gainfully employed people. For this reason we consider the introduction of study leave to be an important task".

(8) Social Report 1970, report of the Federal Government. Federal Minister for Labour and Social affairs, Bonn, April 1970.

(9) Report on Education, 1970, report of the Federal Government on Educational Policy. Federal Minister for Education and Science, November 1970.

(10) Action Programme for Professional Education, published by the Federal Minister of Labour and Social Affairs, Bonn, 1970.

(11) See below, VI-A-1.

(12) Federation-States Commission for Educational Planning, General Plan for Education Vol. 1, (section C 5) issued on 15 June, 1973.

(13) Experience in the recession period of 1966-67 showed that 80 % of laid-off workers had undergone no vocational further education - improved mobility through training could have an important economic effect.

(14) Law for Support of Participation in Educational Programmes of 16 July, 1970, announced in the Law and Decree Gazette of Berlin, 26th year, no. 64, 23 July, 1970.

(15) In Hessen there is a draft law, currently under discussion, which sets the age-limit for young workers at the completion of their 24th year.

(16) SPD party in Lower-Saxony Parliament, preliminary draft, Law on Educational Leave for Employees, 6 August, 1973.

(17) See under 4.

(18) In this respect it is somewhat at variance with the draft law of the SPD Bundestag party (see para. 3), which provides for 0.4 %.

(19) The Corporation of the Free Hansa City of Hamburg, proposal of the SPD party. The Hamburg Law for Educational Leave, law on support of participation in study programmes, 12 September, 1973, publication VII/3189.

(20) In this the SPD party follows a proposal of the German Association of Trades Unions which made the same proposal in its resolution of November 1966 "Fundamental Approach of the German Association of Trades Unions to Educational Leave".

(21) To be compared with IV-A : target-groups in vocational further education.

(22) Since 1962 the Federal Office for Labour has subsidised participation in programmes which promote vocational advancement. This support of advancement was amplified in 1965 with achievement support to those economically active persons who, though seeking no vocational advancement, were seeking to adjust their knowledge and abilities to changed industrial circumstances by participation in appropriate courses. See, in this respect, the statistics.

(23) Labour Promotion Law (AFG), ratified by the Bundestag on 25 June, 1969 (Federal Law-Book, 1, p. 582).

(24) Basic law for the German Federal Republic (Bonn basic law), entry into force 8.5.1949.

(25) Industrial Constitution Law (BCG) of 11 October, 1952, decreed in revised form on 10 November, 1971.

(26) Decree for Special Leave of Absence for Judges in Federal Service, of 18 August, 1965 - from the Collection of Federal Law, Federal Legal Gazette III, 2030-2-19, decreed under Clause 89, para. 2, of the Civil Service Law in connection with Clause 46 of the Law for the German Judiciary.

(27) Under IV-B - Financing of Organisers and Programmes - the relevant explanations are made.

(28) Basic Tenets on Study Leave of the Association of German Trades Unions, Düsseldorf, Nov. 1966.

(29) The Educational-Political Ideas of the Association of German Trades Unions, resolution of March 7, 1972.

(30) The standpoint of policy in the labour market is discussed in IV-B - the contents of educational leave. Considerations raised there - including those of V-B - commercial organisers - can give a fairly rounded picture of this aspect.

(31) To be compared with VI-A - the preconditions for granting educational leave, such as invitations from adult education institutions, through the appropriate union, etc.

(32) In addition those mentioned under III-2-4 should be included.

(33) "Life-long learning" signifies what is understood and discussed as "education permanente "(sic - Tr.) in Latin countries and as "life long learning" in Anglo-Saxon countries.

(34) Some institutions have been making efforts for years in relation to the vaguely defined target-groups of the place of work learning field. Since their efforts on behalf of these target-groups cannot be described without discussion of the content of the programmes, individual programmes will only be cited in a special section.

(35) See above III-1-2 the laws on study leave in the States, as concerning young workers.

(36) Even in the schools there are intensive efforts, in the Federal Republic of Germany, to cope with the equivalent of vocational and general education by programmes which can diminish the separation between the two. However necessary it appears to be that political education should be recognised as a component of all education, the danger must also be recognised that, through its introduction into the other domains of education, political education can lose its meaning. This danger must be countered because the integration process has not yet reached a satisfactory stage.

(37) See also section V-B - dependence of content on organisers.

(38) Action knowledge generally denotes the potential to take action directed towards changing a situation after recognition of this situation. For certain female target-groups - such as the independent working mother with small children - this phase can be regarded as an introductory phase.

(39) These institutions exist only in the two Federal States of Bremen and Saarland. In 1973 the Saarland Chamber of Labour was in a position to provide residential places for 80 % of all the Works Councillors in the Saarland.

(40) Publications-Series of the State Institute for Educational Research and Planning : Adult Education in Bavaria, An Empirical Statistical Analysis of a Critical Survey, Stuttgart 1971, page 86.

(41) With the introduction of a law on study leave at the Federal level this trend could be exacerbated if, after initial consultations, such authorities were responsible for deciding on the support-worthiness of programmes.

(42) See : Law on Evening Institutes, decreed by the Hessen Parliament in its session of 6 May, 1970. According to Article 5 of the Hessen Evening Institute Law the building and maintenance of evening institutes counts among the "duties of rural and town councils".

Lower Saxony : Law for the support of Adult Education of 13 January, 1970;
North Rhine-Westphalia : Law on the Subsidisation of Evening Institutes and similar Adult Education Institutions of 10 March, 1953 : Law No. 910 for the Support of Adult Education in Saarland of 8 April, 1970.
Legal Texts and executive conditions and instructions are to be found in the State Association of Evening Institutes of Schleswig-Holstein, (pub.), "Further and Adult Education. Legislation and Implementation". Kiel 1971, Second Revised Edition 1972. (Cited from "Evening Institutes, Evaluation of Community Centres for Simplification of Administration", from the Series "Educational Planning 3," published by the Federal Minister for Education and Science, 1973.

(43) Annual evaluation of Business Experts for 1965, Chapter 4, Point 264.

(44) Idem, Point 267.

(45) No. 17 in the Series of the Hessen Chambers and Associations : Worker-Seminars and Adult Education, 1957, page 17.

(46) Educational Work in the Company, Suggestions and Basics, Cologne 1962, page 4.

(47) Idem.

(48) "Fundamental Thinking on Adult Education, Federal Union of Employers' Associations, Cologne, June 1970.

(49) In particular the vocational educational activities of the Federation of German trades unions (D.G.B.) with regional and local establishments, whilst the schools of the German Clerical Union (D.A.G.) - also in many cities - should also be mentioned. The unions have been active here in a field which, in their opinion, should be the responsibility of the State. Their function consists mainly in bringing to light bottlenecks in the provision of education. Over and above this they influence public programmes with regard to contents, whereby they assume the special task of providing vocational knowledge in a social context.

(50) O.E.C.D. Report CERI/RE/72.04 : Recurrent Education Policy and Development in O.E.C.D. Countries; Recurrent Education in the Federal Republic of Germany, Paris 1972.

(51) The Sprockhoevel School of IG-Metall with some 400 residential places, used all the year round. It possesses all the main training resources and equipment.

(52) The courses "are to induce the capability for factual political dispute. Employees wish to, and must, participate in the process of forming political opinion. They should participate and decide together wherever political problems are discussed and decisions reached". "This applies specially to the inspiration of consciousness of conflict-situations to which employees are constantly and politically exposed by the political play of forces. On the other hand it is also important that the participants learn the value of a social order in which the protection and freedom

of the individual is assured, and in which there is the permanent possibility of improving and extending these to the corresponding political commitment. The courses must contribute to the development of the positive characteristics of every participant. They must give him courage to use his own capabilities, and to participate in a further extension of the democratic social order. Also included in the objectives of the courses is a thorough instruction on contemporary events, and a critical discussion of the past, together with the development and advancement of understanding of the social and technical development-process".

(53) This is interpreted by Marlis Cremer, of Bad Boll, as a combination of (the lower third of) income, (the lower third of) education and (the lower third of) promotion possibilities. More can be seen in her report on church versions of study leave which was published as "Concrete Study Leave" in No. 6/73 of the Information Department of the Evangelical School of Bad Boll.

(54) The clearest conception, not least because of its order of magnitude, is indicated in "Evangelical Education Institution of Berlin", which was founded on 1 January, 1972 by a decision of the Synod, and which, in further education courses, developed models for study leave for religiously-committed workers in various occupations.

(55) Information from the Federal Office of the Evangelical Church of Westphalia, Villigst, January 1971.

(56) At this point the efforts of Bishop Hengsbach, later Bishop of Essen, to achieve a programme for migrant workers in the Ruhr should be mentioned. This activity can also be seen as an unusual example of collaboration between the two religions in which the initiative on the evangelical side lay with Klaus von Bismarck.

(57) Working paper issued by the Members' Meeting of the AKSB on 1 December, 1972; Study Leave in the view of the AKSB.

(58) "Part-time farmers" are workers who are in full-time employment but who, in addition, farm with the members of their families.

(59) "Work and Life" is an institution specially devoted to various aspects of workers' education. It was founded after the war by the evening institutes and the Association of German Trade Unions in individual Federal States, and groups of these together in a Federal "Work and Life" working group.

(60) Law on the Support of Adult Education, passed on 18 December, 1969 by the State Parliament of Lower Saxony.

(61) Overall Plan for Education, resolved by the Federal States Commission for Educational Planning on 15 June, 1973.

(62) See, in this respect, section IV-A "Influences on educational courses from the target-group approach".

(63) Naturally this cannot be based on the currently expressed wish for education, but must presuppose the success of a wide-ranging publicity campaign for education.

(64) The total of participant-fees and contributions in 1971 was given by the State Association of Schleswig-Holstein as DM 1.6 million.

(65) The Official Gazette of the Bavarian State Ministry from Culture and Education in decree no. 21/66 cites, with regard to the subsidizing of evening institutes, the article of the regulations of local authorities in which the following is laid down : "Fundamentally, State subsidies can only be granted where local authorities share in the total cost of the programmes to be supported".

(66) Law on the Support of Adult Education of 13 January, 1970, taken from the Legal Gazette of the State of Lower Saxony.

EDUCATIONAL LEAVE IN FRANCE

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I. DEFINITION OF THE CONCEPT OF "STUDY LEAVE"

The concept of "study leave" - rarely used as such in France in legal or trade union manuals - has two basic characteristics:

A. Workers in active employment who fulfil a certain number of conditions may, within the framework of their contract of employment and without breaking it, request from their employer authorisation to be absent, with pay or not, to attend a course of instruction or participate in a training session.

Furthermore, periods of study leave are treated on the same footing as a period of effective work for purposes of determination of the duration of paid holidays, the right to social insurance and family benefits, and also in respect of all rights to which the wage earner is entitled as a result of his seniority in the organisation.

B. These courses of instruction or training sessions are aimed at the social advancement, collective or individual, of the persons concerned:

- Collective advancement: workers may participate in courses of instruction or training sessions, devoted to worker education or trade union training or in the activities of youth and popular education organisations with a view to joining the staff or organisers of these organisations.
- Individual advancement: workers may request leave of absence from their employer in order to follow a course of instruction or a training course or session of their own choice.

In practice, collective and individual social advancement are not unrelated: there is no doubt that collective social advancement, which is aimed at active trade unionists, should provide the cultural development which is essential for those who accept, or are called on to accept, responsibilities on an economic and social level within the different institutions in which they represent their fellow workers. However, whilst workers' education "covers the sum total of all educational efforts which, in connection with the responsibilities of workers engaged in any way in the labour movement and with consequent militant action, are undertaken to ensure the collective advancement of workers as a whole ...", it also contributes "to the widening of the personal horizons of all those who are able to participate in it" (The University and Worker Education in France. M. David. Revue Internationale du Travail, February 1970).

At the same time, leave for training enables workers who so desire to acquire higher level qualifications and to bring up to date or improve their knowledge: it follows that staff representation bodies (works councils, trade union representatives on works councils, staff and trade union representatives) have to play a far from unimportant role in this field.

In the light of the above definition of "study leave", it does not appear that apprenticeships fall within the terms of reference of this survey.

There is no doubt that "a contract of apprenticeship is a contract of employment of a particular type whereby the employer undertakes, in addition to the payment of a wage under the conditions provided by the present law, to ensure a systematic and complete vocational training, provided partly within the organisation and partly in an apprentice training centre, for a young worker who is in return obliged to work for this employer for the duration of the contract" (Law No 71,576 relating to apprenticeship of 16 July 1[illegible] Article II).

In the same way Article 18 of the law lays down that the time devoted by the apprentice to the instruction and activities referred to in Article 5 is to be counted as working time.

It follows that apprenticeship is regarded as a branch of training: "apprenticeship is a form of education. Its aim is to impart to young workers, having reached an obligatory scholastic level, a general, theoretical and practical training, with a view to obtaining a trade qualification, recognised by one of the diplomas of technological training" (Article 1, paragraph 1, of the law).

In general, therefore, and subject to the above reservations which permit a better assessment of the importance of the subject, workers may benefit from three types of study leave:

- leave for workers' education, an instrument of collective social advancement which is intended for active trade unionists,
- leave for the training of organisers of youth activities,
- training leave, an instrument of individual social advancement which is available to all wage earners, whether active trade unionists or outside the field of organised labour.

However, the accent will be placed on training leave for two reasons:

- the provisions relating to workers' educational leave are already widely known and those relating to youth leaders have not changed greatly during the last few years, however great their importance in principle;
- on the other hand, the texts relating to training leave are very recent and "dynamic" to the extent that they cannot fail to exercise an influence on the individual and collective advancement of workers in the future.

II. LEGAL BASES

Understood in this way, the right to study leave is governed by a complex of legal texts. We shall distinguish below between educational leave, youth leaders' leave and training leave.

A. Educational leave

The basic text is Law No 57-821 of 23 July 1957, granting unpaid leave to workers for the promotion of worker education.

Under the terms of Article 3 of the law "workers and apprentices, wishing to attend courses or sessions of instructions exclusively devoted to worker education or trade union training, organised either by centres attached to trade union organisations, recognised as representative on a national level, or by specialist institutes, are entitled, on request, to unpaid leave of twelve working days per year".

In fact this law, which establishes the right of workers to apply for leave of absence to attend courses of trade union training or worker education, did not resolve all the related problems. In particular the legislator did not accept the need to impose on employers the continued payment of salary to the beneficiaries of educational leave during the period of such leave.

The law did, of course, provide, in accordance with the general labour laws, that "collective agreements may contain provisions more favourable than those included in the present text...". In fact employers invariably refused to enter into collective negotiations in this field.

This is why trade union organisations believed that assistance should be granted by works councils and this possibility was finally established, at the end of a long legal battle by a decision of the Supreme Court of 20 May 1965, which was a joint decision of all chambers that the institution "of a payment system, intended to facilitate worker education of personnel... falls within the social framework of the European Community".

Finally:

- the list of centres for trade union training or specialist institutes is drawn up each year by Ministerial order,
- a Ministerial order of 30 September 1957 laid down, in relation to the number of personnel on the strength of an establishment, the number of salaried employees entitled to benefit each year from educational leave.

B. Training leave for youth leaders

Law No 61-1448 of 29 December 1961 permits workers and apprentices of at least 25 years of age to benefit from unpaid leave of six working days per year, taken in one or two instalments at the request of the beneficiary, in order to participate in the activities of bodies responsible for the preparation, training or advanced training of youth leaders and those responsible for organising youth activities.

The details governing the granting of this leave were laid down by a decree of 20 May 1963, and the conditions governing the bodies whose activities are affected by the right to the said leave, have been laid down by a decree of 18 March 1963.

C. Training leave

Law No 66-892 of 3 December 1966 on the Orientation and Programmes for Vocational Training, a legal instrument of the "coordinated and concerted policy" of the public authorities in respect of vocational training and social advancement, has created a new right for workers: the right to training leave.

Article 11 of this law lays down, in effect, that "workers, who are attending training or advancement courses under State control, for which provision is made by legislative and statutory regulations, are entitled as of right, on application to their employer, to a period of leave corresponding to the duration of the course, which may not exceed one year.

"The entitlement to the leave applied for is a right, except in cases where the employer considers, after hearing the opinion of the works council, or in the absence of such of the staff representatives, that this absence from work could involve consequences prejudicial to production and the running of the organisation.

"This leave does not give rise to a right to payment...

"The duration of this leave may not be deducted from the duration of the annual paid leave. This leave is to be included in the working period for the purpose of determining the entitlement of the persons concerned to annual paid leave. It is likewise included in the working period for purposes of determining the rights of the wage earner relating to his seniority in the organisation.

"A Decree of the Council of State will determine the details of the application of the present article".

It is general knowledge that this decree was never issued; two reasons may be put forward for this:

- the Government deliberately refrained from doing so, since it preferred to leave the social partners to define contractually the most appropriate solutions;
- the Government, which had ensured recognition by the legislator of the right of workers to training leave, was unable to lay down the precise details of application of this right. partly as a result of the opposition of employers, who were traditionally attached to the principle of occupational training adapted to meet its own requirements, and partly due to the unreadiness of those concerned to accept the need for a genuinely permanent system of education as a condition for the successful mobility of labour and as a factor in achieving social and human advancement.

Whatever the reason, by the terms of the draft agreement of Grenelle (1968), the C.N.P.F. and the C.G.P.M.E., on the one hand, and the trade union organisations of wage earners on the other, undertook to enter into negotiations with a view to agreement on security of tenure and on means of ensuring, with the assistance of the State, vocational and advanced training, a special agreement to be sought in the field of supervisors.

These negotiations resulted in the signing of three substantial successive agreements:

1. The National Inter-industry Agreement of 10 February 1969 on Security of Employment which established, in principle, joint committees on employement and defined their powers in respect of employment and training.

2. The National Inter-industry Agreement of 9 July 1970 on Vocational and Further Training - the following parts of which were particularly relevant:

   - Chapter II sets out, for workers in active employment, the procedure for obtaining leave of absence for training and, de facto, replaces, in respect of wage earners in industry and commerce, the application decree for which provision was made in Article 11 of the Law of 3 December 1966, referred to above.
   - Chapter III lays down the financial provisions relating to workers who have obtained a leave of absence and sets out, within the field of training, the role of the joint committees on employment, which were charged from that time on "with establishing and keeping up to date nominal lists of the courses of instructions or training considered by the committees to have a value, recognised by the industry and adopted on the basis of criteria defined by the committees, in particular in relation to the training content and their educational value".

3. The Codicil of 30 April 1971 to the National Inter-industry Agreement of 9 July 1970 on Vocational and Further Training which with reference to supervisors:

- improves the provisions of the Agreement of 9 July 1970 in relation to training leave,
- enables the employee to apply for leave of absence without continuation of payment, in order to exercise teaching functions.

The Agreement of 9 July 1970, together with its codicil on supervisors only in fact benefitted wage earners in companies belonging to the C.N.P.F. and the C.G.P.M.E., i.e. wage earners in industry and commerce. It should also be pointed out that, since a number of employer organisations declared their intention to remain outside the field of application of these agreements, not all wage earners in these sectors were covered by these agreements. Finally, the Government felt that certain of the contractual provisions were too restrictive.

This explains:

- the approach by trade union organisations to the Ministry of Labour, Employment and Population, requesting approval of these agreements, i.e. their extension to those wage earners not yet covered;
- the approval by Parliament of Law No 71-575 of 16 July 1971 covering the organisation of continuing vocational training within the framework of continuing education.

This law, which was the lynchpin of the "Charter of Continuing Education" extends, to all wage earners in industry, commerce, agriculture and light industry (civil servants will be covered by special measures) the benefits of training leave, some details of which were modified from those in the Agreement of 9 July 1970, and repeats in more systematic form the provisions of the laws of 3 December 1966 and 31 December 1968, relating to the payment of students on professional training courses.

This law includes the following sections:

Section I : Intitutes for vocational training,

Section II : Agreements covering vocational training,

Section III : Training leave,

Section IV : State aid,

Section V : The participation of employers in the financing of continuing vocational training,

Section VI : Financial assistance granted to students on vocational training courses,

Section VII : Provisions relating to State employees and those of local authorities,

Section VIII : Miscellaneous provisions.

Finally, for the application of this law, the Government passed the following five Decrees on 10 December 1971:

Decree No 71-977, defining the measures for the application of articles relating to training leave.

Decree No 71-978, defining the procedure for the application of articles relating to training insurance funds.

Decree No 71-979, defining the procedure for application of Section V of the law.

Decree No 71-980, defining the procedure for application of Section VI of the law.

Decree No 71-981, defining the amounts and rates of payment and allowances to students on vocational training courses.

There is therefore an extremely complex group of contractual legislative and statutory texts, which have to be examined together, in order to ascertain with accuracy both the entitlement of workers to training leave and their remuneration during training courses.

It is necessary, finally, to emphasise the original nature of the legal process: the law of 1966 creates the right to training leave, but makes the definitive application procedure a matter for regulation by decree. This decree has never been passed, for controversial reasons, and has been replaced by a national inter-industry agreement.

The contractual provisions were then included in legislation, which extended the benefit to wage earners as a whole.

This process which, beginning as a governmental initiative, appears to have acquired spontaneous momentum and in fact reflects the relative and contingent weight of the opposing forces, the interests of which are often convergent but, on occasion, are incompatible:

- the Government, whose obligation in this sphere is to promote a coordinated and concerted policy of vocational training and social advancement,
- the employers, whose concern is with the economic interests of their organisations,
- the trade union organisations, which aim to satisfy the social aspirations of the workers.

III. TYPES OF TRAINING

The right to workers' education leave, an instrument of collective social advancement, and the right to training leave, an instrument of individual social advancement, enable workers to obtain access to a very wide range of types of training (1).

These types of training may be classified in two broad categories :

- Trade union and workers' education training,
- Continuing training, i.e. :
  - . Continuing occupational training,
  - . Continuing general training.

A. Trade union and workers' education training

Trade union training is a fundamental concern of the five most representative trade union organisations at the national level : C.G.T.F.O., C.G.T., C.F.D.T., C.F.T.C. and C.G.C.

Two factors operate in favour of a high standard of trade union training :

- The rapid evolution of ideas, techniques and social conditions which makes it necessary for trade union leaders, who have been unable up to now to acquire sufficient proficiency solely by contact with real situations, to make a continuing effort to adapt themselves to this evolution and to be able to consider economic, political and social problems;
- Trade unions during the second half of the 20th century have been continually confronted with problems which, although they are not necessarily new, have taken on new dimensions, and are

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(1) The question of determining whether these types of training give rise to an entitlement to pay is covered in Part VI of this survey.

therefore obliged to assume heavy responsibilities in numerous public organisations or those with joint representation. Again it is necessary for them to have received an adequate economic and social training.

Although restrictive (the texts in force provide only for unpaid leave of twelve working days per year) and of long standing, the Law of 24 July, 1957 permits workers and apprentices to attend courses or sessions of instructions, exclusively devoted to workers' education or trade union training.

B. Continuing education

The report of the subcommittee for the study of further education set up within the Vocational Training-Qualification working party of the VIth Plan, drew up a list of the different types of further education :

1. Preparatory activities for training

"These are based on general training and permit access to courses leading to a vocational training. They are aimed principally at young persons who have left the educational system without being properly prepared for active life" (1).

2. Activities complementary to vocational training

"These are aimed at young persons leaving the educational system at different levels but without a vocational qualification" (1).

3. Activities involving adaptation and preparation for changes in functions

"These are forms of complementary training for the adaptation of functional activity.

These activities are aimed at young persons, leaving vocational education, who require specialist or further training in order to take up a specific employment" (1).

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(1) These types of training, listed here since they form an integral part of the whole, fall outside the field of this survey.

"These types of training are characteristic also of those which relate to persons needing to become more proficient in, or to adapt, their functional activities to changes which have occured in the processes or methods of production, management or distribution.

These types of training are also relevant to those who will have to face foreseeable changes in the characteristics of their employment, or to acquire a specialisation within the framework of the future development of their career".

4. Activities for updating and extending existing knowledge

"These activities relate to persons requiring an updating or widening of their knowledge, or the acquisition of new knowledge or new methods of work, with a view to increasing their personal efficiency".

5. Conversion activities

"The criterion of a change of occupational activity characterises those activities relating to persons, who have been dismissed or are threatened with dismissal, or who desire training with a view to effecting a change of occupation" (1).

6. Activities aimed at occupational advancement

"These are intended to enable or assist promotion within the hierarchy of qualification levels by training which makes better use of occupational experience".

7. General training activities

"By effectively integrating an adequately complex group of specialist forms of training general training promotes the development of individual faculties and aptitudes. By increasing self-reliance and creativity it increases the resources of reflection and action and so facilitates occupational and social mobility and advancement".

This list illustrates the nature of the legal and contractual categorisation of training activities, so allowing a distinction to be made between continuing vocational training and continuing general training.

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(1) See footnote on preceding page

a) Legal categorisation

The law of 16 July, 1971 repeats the basic definition, given by the law of 31 December, 1968, relating to the payment of students on professional training courses, but bringing such payment into relation with the experience acquired.

Overall a more complete and logical system is arrived at in which five types of training courses are listed. Certain of these courses fall outside the framework of this survey, but they must all be listed and defined so as to give a coherent overall view of training activities.

1) Conversion courses enable dismissed wage earners of more than 18 years (or non-wage earning persons, whether or not belonging to the agricultural sector) to acquire a different qualification in order to take up new employment, while preventive courses are intended to reduce the risk of inability to adapt by preparing workers threatened with redundancy for a change of activity resulting from the evolution of techniques or structures.

2) Adaptation courses facilitate access to a first employment or a new employment in the case of workers already holding a contract of employment.

3) "Occupational advancement" courses are open both to wage earners and also to non-wage earning persons to enable them to acquire a higher qualification.

4) Courses for the "updating or extending of knowledge" are open to wage earners, holding a contract of employment, or to non-wage earning persons, to enable them to update or extend their qualification and culture.

5) Courses involving pretraining, training and preparation for vocational life or specialisation courses are open to young persons between 16 and 18 years old with no contract of employment.

b) Contractual categorisation

The categorisation, adopted by the signatories of the agreement of 9 July, 1970, is simpler and is based on very different principles.

The reason for this is that, faced with the difficult problem of the payment of students on courses, the negotiators came up against almost insurmountable obstacles resulting from the complexity of the distinctions made in the law of 31 December, 1968.

The agreement distinguishes three types of courses which correspond, in fact, to three different aims and types of training :

1) the worker applies to attend a course organised on the initiative of the employer, which is intended to meet an economic requirement of the organisation : most frequently the training given will be of a utilitarian type, if not solely utilitarian, and its content will be "vocational" in the fairly narrow sense of the term;

2) the worker applies through his employer for leave of absence to follow a training period, approved by the competent Joint Employment Committee (C.P.E.).

These are, on the present hypothesis, courses of instruction and training or periods of training, considered by the C.P.E. to be of recognised value for the trade and adopted on the basis of the criteria defined by the Committee, particularly those which are linked to training activities and their educational value.

While meeting a need expressed by the "trade" such training will, at the same time, be vocational in the broad sense of the word, i.e. in concrete terms it will permit, at the same time, the satisfaction of the economic requirements of the company and the industrial sector and also the occupational aspirations of the person concerned.

3) The application by the worker relates to training other than that referred to under paragraph 1) and 2) above. This will be an application for leave of absence to follow a course :

- not organised by the company,
- not approved by the competent Joint Employment Committee.

In this case the aim pursued is personal, and the training may be either of the vocational or general type.

c) Continuing vocational training and general training

Taken overall and combining the above two forms of categorisation, legal and contractual, the wage earner has a right to continuing education, i.e. he is entitled to apply to his employer for leave of absence to attend training courses with a view to :

- acquiring a higher professional qualification,
- keeping up to date or improving his occupational or general knowledge.

It is still necessary to define the concept of "occupational advancement" and to define what is meant by "general training".

1) Occupational advancement

"Occupational advancement activities are intended to enable or assist promotion within the hierarchy of qualification levels by training which makes better use of occupational experience".

The National Statistical Committee, the study organ of the General Planning committee and the Inter-departmental Committee on Vocational Training and Social Advancement, has prepared a classification of training into six levels :

Levels	Definitions
I and II	Personnel occupying positions which normally require training at the level of, or higher than that of, the diploma of the Engineering Schools (Ecoles d'Ingénieurs).
III	Personnel occupying positions which normally require training at the level of Higher Technician's Certificate (Brevet) or the diploma of the University Institutes of Technology, and completion of the first cycle of higher education.
IV	Personnel holding supervisory positions or possessing a qualification equivalent to that of a technical baccalauréat or technician and having a technician's certificate.
V	Personnel holding positions which normally require a level of training equivalent to that of the occupational studies certificate (BEP) and the occupational aptitude certificate (CAP).
V (bis)	Personnel holding positions requiring a short period of training of a maximum duration of one year, leading to the certificate of occupational education or any other similar certificate.
VI	Personnel holding positions which do not require any further training beyond completion of compulsory schooling.

2) The concept of general training

The report of the group charged with consideration of the problems of the definition of the content and orientation of general training (set up within the Vocational Training Qualification study group of the VIth Plan), distinguishes three concepts of general training :

- in the widest and most fundamental sense general training may be regarded as a form of training which, be effectively integrating a sufficiently complete group of specialist forms of training, achieves the complete development of the individual's faculties and aptitudes; general training is therefore a form of training which combines harmoniously all the elements and requirements of training and differs from the partial and unbalanced training which would only lead to limited development of the individual;

- from a more restricted viewpoint general training may be defined as the root or point of origin of any training, whatever its content and destination; it will therefore include the general mechanisms of perception, reflection and communication;

- from an even more restricted viewpoint general training may be defined simply by its relationship to specialist training; its characteristic feature is the fact that neither its ultimate aim nor its content are narrowly defined, and that it can serve as the common trunk from which groups of specialist training branch out.

There is no question in this survey of coming down in favour of one or other concept. The important point is, however, that training leave can be the means of allowing workers access to general training, regarded as an end in itself.

This assumes, of course, that a certain number of conditions are fulfilled and a positive answer can be given to a number of questions. Are wage earners really free to choose their training course ? Are they sufficiently motivated ? Is the national education system capable of meeting the demands for training ? Are public or private training resources harmoniously distributed at the vocational and territorial level ?, etc.

Finally all workers, whatever their sex or nationality, can exercise their right to training leave. This does not of course mean that specific measures will not have to be taken in favour of certain worker populations : the young, women, the handicapped, and immigrant workers. However, these fall rather more into the category of desirable than of concrete measures, and this problem will be examined in Section VII of the survey.

IV. TRAINING PROGRAMMES

Although exact knowledge is possible of the requirements of the large national trade unions in regard to trade union training and worker education, and in consequence the training programmes which they themselves draw up in conjunction with the specialist university institutes, it is far more difficult to draw up a systematic list of vocational training and continuing education programmes. There are many reasons for this, namely :

- the extreme diversity of the training activities themselves, which vary from simple adaptation to a particular work position to general training as "defined" in Section III above;
- the multiplicity - and multiplication - of organisations providing training, the list of which is inadequately known and which changes considerably;
- the fact that it is not always possible to know whether the particular training course exists to meet the requirements of the economic situation, which are essentially transient, or the more deeply felt aspirations of the actors on the economic and social scene.

Having made these reservations, we shall now distinguish between trade union training programmes and continuing workers education programmes.

A. Trade union training programmes

Trade union training and worker education courses do not offer active trade unionists, attending such courses, the possibility of obtaining any diploma. It is, on the other hand possible, in relation to any of the three most common courses, to study the aims, content, duration and technical implementation of the various programmes.

1. "First level courses" or "Trade union awareness" courses

a) Aims

These courses, which are aimed at active trade unionists, engaged in basic activities (collectors, representatives, etc.) who have never attended a trade union course, are intended :

1) to transform routine commitment to the movement into an awareness of the true nature and scope of the trade union movement;

2) to lead to a better establishment of the worker in the organisation by providing fuller knowledge of its ideology and structure;

3) to allow the acquisition of a minimum level of practical and concrete knowledge for the more effective and conscientious performance of basic activities;

- to teach the worker to work in a team;
- to give active workers a knowledge of their own potential and the ability to determine their own training requirements.

b) Content

The subjects covered are as follows :

- evolution of the trade union movement,
- the structure of trade union organisation,
- organisation of the trade union section within the company,
- staff representatives in the company,
- methods of personnel work,
- meeting procedure : the expression of ideas orally and in writing.

c) Duration and technical implementation

The courses are in general full-time and of one week's duration, and are held outside Paris (inter-vocational sessions).

2. Advanced training courses

These courses are aimed at active trade unionists who have already attended a first level course and hold a position of responsibility at the head of a basic organisation (trade union secretariat or branch).

Three types of advanced training courses may be distinguished : specialist category courses, functional courses, "Methods" courses.

Specialist category courses (metallurgists, railwaymen, postmen)

a) Aims

These courses have three general aims :

- to impart a better knowledge of the specialist category be sistematic study of the structure of companies in the branch of industry, providing essential legal and economic information,
- to understand better the conditions of action in the sector : the legislative and contractual framework,
- to provide information on union action : union structure and policy.

b) Content

The subjects studied are usually as follows :

- the history and structure of the trade union organisation in the particular specialist category,
- the economic and employment situation,
- conventions and agreements and any regulations that may exist,
- wage structure,
- participation and profit-sharing schemes,
- union policy.

c) Duration and technical implementation

The specialist category courses are full-time courses of two weeks' duration, held in Paris.

- Functional courses (trade union secretaries, shop stewards, legal counsellors, etc.).

1) Aims

- a better knowledge of the framework of the particular function : legal framework, statutory definition,
- orientation in relation to other functions,
- improving the means of exercising the functions.

2) Content of the programmes

- Trade union secretaries :
  - the company (structure),
  - the trade union in the Confederation,
  - the organisation of shift work,
  - administrative tasks,
  - documentation, propaganda, etc.
- Shop stewards and members of joint works committees :
  - the company (structure), background knowledge,
  - legal powers,
  - legal context : conventions, agreements, rules,
  - systems of payment,
  - individual claims.
- Legal counsellors
  - right to work,
  - court organisation,
  - procedure before conciliation board, application procedure,
  - legal documents.

3) Duration and technical implementation

The functional courses are full-time courses of one week's duration, and are held in Paris.

- Method courses (Propaganda within the company, issue of publications, meeting procedure).

1) Aims

- to acquire better methods of working in the fields of propaganda, conducting meetings, etc.,
- to provide training in the handling of techniques and instruments relating to these methods,
- to allow the exchange of experiences.

2) Subjects covered

- Propaganda :
  - scaling down of union, departmental and confederation activities;
  - the concept of propaganda weapons as adapted to the problems of the company : tracts, company newsletters, information meetings, etc.
- Publications :
  - printing and reproduction techniques;
  - cost price and choice of procedures, models and making up, information processing.
- Meetings :
  - categories of meetings;
  - preparation for and conducting different types of meetings;
  - oral expression, group psychology, etc.

3) Duration and technical implementation

Full-time courses of one week, held in Paris.

3. Higher level training courses

These courses at a higher training level are aimed at established active members holding important responsibilities within the organisation : union or departmental union secretaries.

a) Aims

The aims are extremely varied : advanced training of trade union executives, constitution of homogeneous trade union teams in large companies, preparation of relief teams in unions and departmental unions, acquisition of economic and social "general culture", etc.

b) Subjects

The subjects covered in these courses are also extremely varied. Their programmes, which are based on the social sciences at work, are in general either restricted to one or two closely linked themes (for example, employment and vocational training), or are extended to cover a range of very diverse matters (for example "the situation of women in France" : the problem of female employment, a study of the so-called "feminine" press, etc.).

c) Duration and technical implementation

The courses, organised within the Labour Institutes, are full-time courses of duration varying from one to three weeks, with the exception of the Institut de Paris-Sceaux, where on three occasions a course has been extended to ten weeks.

B. Programmes of Continuing Education

In contrast to trade union training and worker education, it is hardly possible to provide systematic information on programmes of continuing education. This is, of course, not a new phenomenon and numerous organisations for "advancement and advanced training" existed prior to the Law of 16 July, 1971. What is new, however, is the multiplication of these bodies as the result of the financial mechanisms set up by the Law on the one hand and the diversification of the training activities on the other, which now relate not only to executive grades but to wage earners as a whole. There is one further problem : should one study the programmes of continuing education in relation to the individual rights of wage earners, whose requirements for training are little known ? Or, on the other hand, is it sufficient to carry out a survey of existing programmes without taking any account of the problem of how they meet the requirements of wage earners ?

For this reason we shall merely supply information of a general nature on the content, duration and technical implementation of the courses and of the documents that may be issued on conclusion of the periods of study, elements which will be illustrated by concrete examples of continuing education programmes provided for workers by the public authorities or by private organisations.

1. Information of a general nature

a) Content

The content of continuing education programmes obviously varies considerably, depending on the type of course followed : adaptation, industrial advancement, updating or increasing of knowledge.

Intuitively one might add that the content depends also on the needs of the economy rather more than the aspirations of the wage earner, to the extent that the latter appear to be neither very precise nor well formulated. The report of the Training-Qualification Working Group gives some valuable guidance in regard to the requirements for training in data processing techniques and preparation for the management of companies :

In order to determine precisely the shortage of "programmers", and to provide guidelines for future action the ministers concerned asked for a study to be made by an ad hoc committee, attached to the secretariat of the Interministerial Committee on Vocational Training. Based on the results obtained the working group put forward a specific programme which would enable our country to use to the best advantage the innovation represented by computers. Contrary to what might have been expected this programme covers both general education as well as the training of specialists. It also pays considerable attention to the adaptation of workers to data processing techniques.

The march of progress involves the adoption by companies of a genuine strategy in relation to innovation, necessitating a review of their management methods or customs. However, an inquiry carried out in 1969 by the National Foundation for Education on the management of companies showed that, whilst training in modern quantitative, statistical or accounting techniques used as decision-making tools justified the organisation of specialist and high level courses, the commonest need was for the introduction of new functions at a lower level in the company : a more rigorous approach, made necessary by the rise in the unit cost of investments, together with the promotion of control functions and of sales organisation.

At the same time there is no doubt that the agreements on security of tenure and on vocational and advanced training, and the law of 16 July, 1971, by obliging employers to make economic provision and draw up training plans, encouraged further thought on work organisation in companies and made more specific the question of the function of staff management.

b) Duration

We may recall that under the terms of the law of 16 July, 1971 training leave corresponds in duration to that of the training course, without being allowed to exceed one year in the case of courses forming an educational cycle consisting of non-continuous or part-time instruction.

This leave may, however, exceed one year or 1,200 hours in the case of "professional advancement" courses included on a special list.

However, the public authorities did not consider it enough to fix the maximum duration of the courses by repeating the provisions of the Agreement of 9 July, 1970. As a result those courses which give the right to paid leave were to have a minimum duration laid down by Decree (Decree No. 71-980 of 10 December 1971, which lays down the procedure for the application of Section VI of Law No. 51-575 of 16 July, 1971 relating to financial assistance granted to students on vocational training courses) :

- 120 hours for "adaptation" courses,

- 12 hours per week for part-time "advancement" courses. Where the courses are held at a centre or establishment under the control of the Ministry of Agriculture or are the subject of agreements, concluded in the name of the state by the Minister of Agriculture, their minimum total duration should be 1,500 hours.

- 20 hours for courses for the "updating or extending of knowledge".

Within this legal framework, which lays down the maximum duration of courses and the minimum duration for those which gave rise to a right to paid leave, it is clear that infinite variation is possible depending on the type of course followed, the occupational "profile" of the students, and the teaching methods adopted by the body responsible for providing the training.

c) Technical implementation

The essential characteristics of training leave, and also of study leave, is that it enables wage earners to obtain from their employer leave of absence to follow a course of training during working hours. In consequence, evening courses and weekend or holiday seminars fall outside the terms of reference of this study, even if the aim pursued is still the continuing education of employees.

This is the case, for example, where the Conservatoire des Arts et Métiers (C.N.A.M.), a higher education establishment of the Ministry of National Education, provides persons exercising a profession with the means of up-dating or extending their knowledge, of preparing for higher education diplomas, and provides general scientific and technical instruction and courses in the economic and human sciences. This instruction is given, however, outside working hours and cannot therefore, whatever its quality and obvious value, be taken into consideration here.

In the same way, it will not be possible to take into account the instruction given by various establishments in the national education system (technical institutes, I.U.T., faculties, etc.), unless they are in a position to offer something other than evening courses or weekend or holiday seminars to candidates for continuing education.

In other words continuing education requires of those concerned a personal effort, and recent texts relating to training leave do not exclude the possibility of such persons following evening classes. On the contrary, and inasfar as high level courses of instruction can only be profitably attended by listeners who possess a "good basic general education", it appears that evening courses and weekend seminars have a great future before them. It is still true that they do not form part of a study on study leave. Having made this point clear, we may divide training courses into two types :

- continuous full-time courses,
- courses forming an educational cycle including non-continuous or part-time instruction.

This distinction has to be related to the legal categorisation of training activities : for example advancement courses can be continuous or periodical, courses for the updating or perfecting of knowledge, full-time or part-time, etc.

d) Document issued on conclusion of studies

This problem has only been touched on by the legislator. Article 4 of the law of 16 July, 1971 provides that "vocational training and social improvement activities may be the subject of agreements. These agreements will in particular determine the procedure for checking the knowledge imparted and the form of confirmation of the training given".

It is not, in fact, certain that the problem of the diploma arises in the same terms for adults and adolescents. The value of the diploma has already been called in question in relation to the latter, and we may ask whether the traditional diploma retains any value in relation to adult education either.

The interest aroused by the studies and experiments carried out on the initiative of Professor Schwartz, relating to the acquisition of professional diplomas by a point accumulation system during training, appears to provide ample proof of this.

Furthermore a distinction must again be made between the two different types of course. Whereas in the case of vocational advancement courses diplomas are issued in the majority of cases (for example in a course attended by a specialist worker, desirous of entering the professional grade, a C.A.P. (Certificate of Vocational Aptitude) will be issued, this does not necessarily apply to adaptation courses, and certainly not for courses for updating and extending knowledge, where a certificate of effective attendance on the course, as required by the legal texts, is frequently all that is provided.

Finally we must emphasize both the importance and the relative value of the diploma issued on conclusion of the studies.

The expansion of continuing education comes up against various obstacles, particularly of a psychological nature : it is bound to be a factor in advancement and very often the concrete and material evidence of this advancement is the obtaining of a diploma of some sort. The fact that training courses do not necessarily give raise to a diploma, runs counter to the customs of a country where in fact the diploma has the value of a sacred symbol, if not a myth.

On the other hand employers, who have frequently refused to "recognise" diplomas in collective agreements, are not bound to authorise the advancement of employees who have successfully completed a training course. In practice two types of situation may be distinguished in this case :

1) the employee applies to attend a course organised by the company within the framework of its training plan : in this case it is not unreasonable to suppose that, on successful completion of the course, he will be given improved status by his employer within a reasonable period. A further requirement is, of course, that the course in question should not be concerned merely with the updating of previous knowledge;

2) the employee applies to attend a course which is not included in the training plan of the company : whatever the type of course, there is no reason to expect that the worker will benefit from advancement within the company, either because there is not necessarily any immediate technical possibility of this (for example, in a company with a high percentage of specialist workers), or because the employer wishes to give priority to forms of training in which he has taken the initiative.

2. Examples of training programmes

It will be seen in Part V that there is a "training market" in which establishments under the public authorities and private training bodies are in competition : the former are faced with the problem of adaptation to the new phenomenon of continuing education, while the latter, under the stimulus of the profit motive, aim to meet the demand irrespective of whether it emanates from companies, trade unions, wage earners, etc. It is of interest to examine, from this point of view, examples of public or private initiative which take advantage of the possibilities offered to workers by training leave, and so illustrate the potentialities of the legal texts on professional training in the context of continuing education.

a) The Continuing Education Centre of the University of Paris I

The Continuing Education Centre of Paris I, directed by professor René Passet, has two main aims :

- the organisation of courses or sessions intended to meet specific needs as expressed by companies or workers;
- "to establish a genuine symbiosis between the University and the world of Labour. A policy of this nature, if launched with the necessary progressive attitude, could at the same time result in the true democratisation of education providing a more satisfactory place for the University in the real world of the present, and at the same time a closing of the gap which economic development has created between intellectuals and the world of labour".

In respect of the first aim the programmes are still in the project stage. In respect of the second, however, the Centre has drawn up a series of programmes, intended to make instruction at the University of Paris I more readily available to workers. For the university year 1972-1973, for example, three groups of programmes have been prepared, aimed at :

1) Facilitating the access of workers, whether or not holding the baccalauréate, to studies at the University.

- Baccalauréate candidates. The aim is to make use of the possibilities offered by the law of 16 July, 1971 which permits workers to obtain training leave of up to 1,200 hours duration for courses consisting of an educational cycle including non-continuous or part-time instruction.

  This leave, although granted on a single occasion, may be taken discontinuously, i.e. spread over several years. Workers in possession of their baccalaureate or equivalent diploma can therefore follow their studies at the University while receiving pay under the conditions and in accordance with the procedure laid down by law.

- Candidates without a baccalaureate. The Continuing Education Centre prepares candidates for the special university entrance examination. This examination is intended to facilitate access to university studies for persons who are not in possession either of a baccalaureate or of an accepted and equivalent diploma.

  By organising an intensive preparation for this examination on its premises the Continuing Education Centre hopes to increase the importance of this access route to the University; for this purpose it has put in hand a specific programme with a duration of 100 hours, spread over the university year, and to be included in the "training capital".

  In this way workers who will have access to the University will have available a "capital" of 1,100 hours in which to pursue their studies.

2) Facilitating the studies of workers entered at the University

In addition to a number of provisions in favour of worker students, relating to correspondence work, evening classes and the possibility of choosing between two methods of determining aptitudes and knowledge (continuous evaluation or an end of year examination), the Continuing Education Centre of Paris I has taken steps for the "educational" staff training of worker students. The aim of these staff training sessions is, in particular, as follows :

- in the short term to compensate, by directed study in small groups covering fundamental subjects, for the impossibility of following courses at the University where wage earners are concerned;

- in the long term to facilitate, as far as possible, the access of wage earners to the teaching which is normally available at the University of Paris I and to the diplomas issued by the University.

The lectures in the majority of the groups will, in principle, take place within working hours and participants will be able to claim the remuneration laid down by the laws.

3) Permitting the adaptation of the general instruction at the University of Paris I to the needs of certain workers : "Person-oriented training"

This activity is aimed at those whose requirements for training or advanced training do not fit exactly into the programmes of any of the diplomas issued by the universities.

Person-oriented training provides them with the possibility of following a range of instruction, of their own choice and according to their own needs, from amongst the various disciplines taught within the framework of the University of Paris I. This will be a part-time formula, the hours of which will depend on the selected subjects of instruction.

Finally those concerned may, within the conditions laid down by the law, continue to receive pay during the working hours spent at the University.

Although, therefore, "in our restricted society hope dies at the end of the school or university studies and a man's fate is fixed from then on", the move by Paris I is intended specifically to "break this chain which links the acquisition of knowledge and the access to a qualification to social and cultural origins ..., to redistribute the chances of success and to provide each man or woman with the possibility of taking his place in society according to his capacity and wishes..."

b) Private initiatives

The raison d'être of private educational bodies is different. It is, of course, true that by alleviating the deficiencies of the public system and by seeking to find teaching methods better adapted to the needs of this special audience, made up of adult workers, they provide on occasion all the necessary conditions for high quality continuing education; nevertheless the fact remains that their prime object is to extract some profit from the financial possibilities opened up by the law and, in consequence, to adapt their programme to the demand for training. However, although it has been shown that the demand from salaried employees is too imprecise to be expressed in concrete terms, it is clear that these programmes will meet the demand from companies : the course, attended by the employee, will certainly benefit him, but neither initiative nor control is in his hands.

These ideas may be illustrated by the examples below :

1) Introductory course on the economy and the company

- Category : vocational advancement course
- Intended for : potential managers and students
- Aim : to introduce participants to the economy of the company and to the contradictions between the economic and social context and the life of the company.
- Broad lines of the programme : the functioning of the company, aims and structures, human functions, financial, commercial and technical aspects, dynamics and development; the general economic situation; incomes, prices, money; the European framework; methods of individual and group work.
- Methods : lecture-discussions, group work, document analysis, economic initiation games.
- Duration : 160 hours, non-continuous, in three-hour sessions.

2) Course on management, decision-making and negotiation techniques

- Category : professional promotion course,
- Intended for : higher executives and managers,
- Aim : training in decision-making and management with all partners in the company,
- Broad lines of the programme : policy direction by aims, social negotiation in companies, value analysis and development, aids to decision-making, organisation and administration in the company, management of data processing, use of time study,
- Methods : lecture-discussions, case histories, work in groups and with computer terminals,
- Duration : 160 hours continuous full-time training over a period of 5 weeks (4 days per week).

3) Promotion course for women - higher executives

- Category : professional promotion course,
- Intended for : female executives between 30 and 50 years old,
- Aim : to enable higher management executives to find or return to employment,
- Broad lines of the programme : organisation, administration, marketing, human relations, data processing concepts, management,
- Methods : periods of instruction, work in groups, case histories, practical exercise, periods spent in the company,

- Duration : 600 hours spread over 16 weeks full-time, 4 weeks courses in the company.

4) Foreign language course

- Category : course for extending knowledge,
- Intended for : executives, higher executives in the marketing and sales departments, board secretaries,
- Aim : to allow executives in the sales and administrative branches to improve their commercial English or to learn other foreign languages,
- Broad lines of the programme : three levels of knowledge, choice of four languages,
- Audio-visual methods : language laboratory,
- Duration : 90 hours spread over 60 periods with a variable timetable.

5) Course : the French company and exports in 1972

- Category : course for updating and extending of knowledge,
- Intended for : executives and directors of exporting companies and those wishing to export,
- Aims : familiarisation with the realities of international life,
  - . to study the principles of drawing up a growth strategy,
  - . to study means of improving the commercial structures of the company,
  - . to define the working methods,
- Broad lines of the programme :
  - . the international environment and the overall strategy of the company,
  - . the company in a market without frontiers,
  - . the choice of means - the decision,
  - . the marketing plan - implementation,
  - . checking and assessing the results,
- Methods : lectures-discussions, case histories, group work,
- Duration : 24 hours (3 days).

6) Training cycle "Proficiency and assimilation"

- Category : course for updating and extending knowledge,
- Intended for : executive personnel in the production, sales and administration sectors of manufacturing companies and in the distribution and service sectors,
- Aims : a course intended for those who have not received a higher initial training and are occupying intermediate positions, involving the control of one or more subordinates, in order to provide a supplementary training so as to facilitate their carrying out of their duties with more effective participation in the operation of the company,
- Broad lines of the programme :
  - techniques and methods of expression and communication,
  - elementary knowledge of the mechanisms of the company in relation to all its economic, legal, accounting and human aspects,
  - modern techniques of administration and organisation,
- Active and audio-visual methods
- Duration : 160 hours spread over 20 eight-hour days (8.30 am to 12.30 pm and 2.0 pm to 6.0 pm).

V. TRAINING ESTABLISHMENTS

A. Controlling body of the company

1. In the field of worker education and trade union training

Article I, paragraph 3 of the law of 23 July, 1957, enacts as follows :

"The list of Centres and Institutes, whose courses or periods of study give rise to an entitlement (to educational leave) is drawn up each year by Decree of the Secretary of State for Labour and Social Security, after hearing the opinion of a committee sitting under his chairmanship and including a representative of the Ministry of National Education, a representative of the Secretary of State for Agriculture, and two representatives of each of the trade union organisations which are most representative on the national level".

The law of 28 December, 1959, which was aimed at promoting the economic and social education of workers called on to exercise trade union functions, lays down that :

"the training of workers called on to exercise trade union functions, in particular within organisations of an economic or social character, may be provided :

- either in specialist centres, directly attached to the most representative trade union organisations,

- or in University or Faculty institutes.

However, bodies whose total or partial specialisation is guaranteed in agreement with trade union organisations may participate in the training of workers called on to exercise trade union functions".

The following list was accordingly drawn up for the university year 1971-1972 :

- Centre Confédéral d'Education Ouvrière de la Confédération Générale du Travail (C.G.T.) (Federal Centre for Workers' Education of the General Confederation of Labour);

- Institut Confédéral d'Etudes et de formation syndicale de la Confédération Française Démocratique du Travail (C.F.D.T.) (Federal Institute of Studies and Trade Union Training of the French Democratic Confederation of Labour);

- Centre de Formation de Militants Syndicalistes et Centre d'Education Ouvrière de la Confédération Générale du Travail FORCE OUVRIERE (C.G.T.F.O.) (Training Centre for Trade Union Activists and Workers Education Centre of the General Confederation of Labour FORCE OUVRIERE);
- Institut Syndical de Formation de la Confédération Française des Travailleurs Chrétiens (C.F.T.C.) (Trade Union Training Institute of the French Confederation of Christian Workers);
- Centre de Formation des Cadres Syndicaux de la Confédération Générale des Cadres (C.G.C.) (Trade Union Staff Training Centre of the General Confederation of Executive Staff);
- Institut du Travail de l'Université de Strasbourg (Institute of Labour of the University of Strasbourg);
- Centre de Formation Supérieure de l'Institut des Sciences Sociales du Travail (Université de Paris) (Higher Training Centre of the Institute of Labour Social Sciences) (University of Paris);
- Institut Régional d'Education Ouvrière Nord - Pas de Calais (Regional Institute for Worker Education, Nord and Pas de Calais region);
- Institut d'Etudes Sociales de Grenoble (Institute of Social Studies of Grenoble);
- Institut Régional du Travail de la Faculté de Droit et des Sciences Economiques d'Aix-en-Provence (Regional Institute of Labour of the Faculty of Law and Economic Sciences of Aix-en-Provence);
- Centre d'Education Ouvrière de l'Institut de Droit du Travail et de la Sécurité Sociale de la Faculté de Droit et des Sciences Economiques de Lyon (Workers Education Centre of the Institute of the Law of Labour and Social Security of the Faculty of Law and Economic Sciences of Lyons);
- Centre d'Education Ouvrière de l'Institut du Travail de l'Université de Nancy (Workers Education Centre of the Institute of Labour of the University of Nancy).

2. In the sphere of continuing education

Administrations and companies did not wait for the signing of the Agreement of 9 July, 1970 or for the promulgation of the law of 16 July, 1971 to take the initiative in training activities. We may quote by way of example the training courses of the F.P.A. (Further Education for Adults) (Ministry of Labour) and the training plans of nationalised (E.D.F., Renault) and private (I.B.M.) industries. There was, however, no common policy in respect of these.

The law of 3 December, 1966, by laying down the framework of a coordinated and concerted policy of vocational training, social improvement and employment, had instituted a system of agreements, enabling the State to enter into relations with public or private centres for launching new activities.

The law of 16 July, 1971 repeats, with a wider application, the broad lines of the law of 1966 so as to take into account the new prospects resulting from the Agreement of 9 July, 1970 and the guidelines of the VIth Plan, which made provisions for very important expansion in the demand for training.

In general those workers fulfilling the conditions laid down in the Agreement of 9 July, 1970 and the law of 16 July, 1971 (cf. Part VI) may request from their employer leave of absence to attend a course organised by :

- the company;

- public or private bodies outside the undertaking.

a) The Company

Article 14-1 of the law of 16 July, 1971 provides in effect that, in order to meet the tax obligation created by the law, employers may finance training activities within the company on behalf of employees of the undertaking : this means, in the case in question, training given on company premises, or in premises specially hired for this purpose, and in accordance with a form of organisation or programmes drawn up or chosen by the company. Apart from the obligation of prior consultation with the joint company committee employers enjoy a very wide freedom of action. For providing the training they may call either on company employees or on external resources.

b) Outside bodies

1) Public training bodies

As was seen in the preceding section, and as a result of the initiative taken by the University of Paris I, workers may, during their hours of work and by application of the laws on training leave, obtain access to university instruction and participate in person-oriented continuing education courses. This is, however, a test case which runs up against administrative and psychological obstacles of all types (see Part VII).

This means that, in the present state of affairs, the resources of public education provide a more potential than actual means of meeting the educational requirements of workers, whether in the case of :

- public centres of the Association for Adult Professional Education (A.D.P.A.) which come under the Ministry of Labour, or

- establishments providing general education (C.E.G., lycées), technical education (C.E.T., technical lycées, I.U.T.) and the universities, which come under the Ministry of National Education.

2) Private education bodies

In the same way that businesses supplying temporary work and specialist employment agencies make up for the notorious shortcomings of the public services which have, in this field, a theoretical monopoly, so it may be said that the existence of private educational bodies, and their proliferation and diversification, can only be explained on the basis of the failure of the public educational resources to adapt themselves to these needs which, although not new, now appear in new forms, and their inadequate response to a training requirements which is radically new both from the quantitative and qualitative points of view.

in the final analysis this is a training market which is open to all those who, qualified or not, feel they have a "vocation" as educators, sometimes discovered only in the light of the legal financial provisions. Fundamentally it is not unreasonable to suppose that, at a time when training and continuing education have come to be regarded irreversibly as economic and social necessities of the first order, there are many who exercise or aspire to exercise - for purposes which have an only distant relation to philantropy - the profession of educator..., without having received the basic training for this.

B. Conditions required

To be fair the legislator is concerned with this problem and, by instituting a double system of agreements and approvals, has provided the means of regularising the training market, or has at least attempted to provide guarantees to those requiring training and continuing education.

In the same way in the Agreement of 9 July, 1970, by entrusting the Joint-Representation Employment Committees with the task of approving courses of training sessions which are of value for the industry, employers and trade unions have attempted to prohibit access to the training market to those bodies which do not provide all the necessary guarantees.

1. The system of Agreements

The law of 18 July, 1971 gives general application to the formula of the professional training agreements, initiated by the law of 1966 :

"The agreement shall not be reserved solely for the planning of measures by the State. It is to be a simple and practical instrument, made available to all, to ensure the reconciliation of supply and demand for training.

Where, for example, a company sends students on a course to a training centre, the establishment of an agreement will enable a precise examination to be made of the content, detailed organisation and control of the course.

The State will continue, as before, to provide financial aid for certain courses.

In such cases it will be the signatory to the agreements and will act as third party in addition to those supplying and requiring the training".

a) The law of 16 July, 1971 provides, in fact, that vocational training and social improvement activities may be the object of agreements. These agreements, which may be bilateral or multilateral, will in particular determine :

- the nature, aim, duration and numbers attending the courses for which they make provision;
- the technical and teaching resources to be made available;
- the conditions of acceptance of liability for the educational training expenses of the educators and their remuneration;
- the facilities granted to wage earning students : periods of leave, specially arranged or reduced timetables (in application of the legislative, regulatory or contractual provisions);
- the procedure for verifying the knowledge acquired and the nature of the certificate awarded;
- the distribution of the financial charges in relation to the running of the courses and payment of the students and also, where appropriate, the construction and equipment of the centres;
- the procedure for arbitrated settlement of disputes which may arise from the implementation of the agreement.

b) The following bodies may sign the agreements :

- Companies,
  Groups of companies,
  Associations,
  Private establishments and bodies,
  Professional, trade union and family organisations,
  Local authorities,
  Public establishments (Chambers of Commerce and Industry, Chambers of Agriculture and their dependent establishments) :

  . either in the capacity of applicants for training,

  . or with a view to rendering assistance, technical or financial, in the implementation of the programmes,

- . or as providers of training.

- Public education establishments, The Office de Radiodiffusion-Télévision Française and active centres of adult further education subsidized by the Ministry of Labour :

  - . either with one of the organisations requesting training as referred to above,

  - . or with the State, where the activities are organised on its initiative, with a view to contributing, over above their continuing education mission in the strict sense, to the development of the continuing vocational education activities provided for in the agreements by providing staff and equipment.

We have therefore to distinguish between :

- agreements made between the State and public or private training centres : the centre benefits in this case from the financial support of the State,

- agreements, either annual or continuing, agreed between the employers and the public or private training centres, laying down the conditions for the organisation and financing of the training activities.

2. Approvals

The agreement system enables applicants for training and the suppliers of training to discuss the concrete details of the organisation of courses as a function of the aims of the one party and the technical and teaching resources of the other. It also enables the State to give priority to courses or training services which fall within the framework of its policy for employment, vocational training and continuing education.

The approvals system additionally permits the State and the industry and trade union organisations to follow a more selective policy depending on their own specific aims.

It should also be stressed that approval by the State or by Joint-Representation Employment Committees is only granted, in principle, in respect of those training courses, approval of the bodies supplying the training being an exceptional case.

a) State approvals

We may distinguish between three types of approval : the State may, on the one hand, approve courses for purposes of training leave; it may, on the other hand, approve the payment of the students, and it may finally grant approval to training bodies which are then entitled to receive reimbursement from the employers.

1) Approval of courses giving rise to an entitlement to training leave

Under the terms of Articles 7-1 and 8-1 of the law of 16 July, 1971 workers are only entitled to training leave if they wish to attend training courses which have received the approval of the State.

It will be noted in this connection that the law is more restrictive than the Agreement of 9 July, 1970, which did not make the enjoyment of the right to training leave dependent on any kind of approval.

The Decree of 11 January, 1972 lays down in detail those courses which are approved for the acceptance of workers enjoying training leave; two categories of course are envisaged :

- Courses receiving state aid :
  - . Courses organised by public educational establishments;
  - . Courses run by the National Association for the Vocational Training of Adults (A.F.P.A.) and those organised by other collective centres for adult vocational training subsidized by the Ministry of Labour (these relate in principle to centres which are not managed but are technically controlled by the A.F.P.A.);
  - . Courses organised by Chambers of Commerce and Industry, Chambers of Trade and Chambers of Agriculture;
  - . Courses organised in application of an agreement, which makes provision for State aid, and other courses subsidized by the State;
  - . Courses approved by the State for the purpose of payment of students.
- The following courses are also permitted to receive workers entitled to training leave, i.e. they are in practice regarded as approved by the State :
  - . Courses included on a list drawn up jointly by the trade union organisations and the representatives of the employers and employees (see approval by Joint Works Committees);
  - . Courses which are not included in any of the preceding categories and do not receive any financial aid from the State, but which are by nature prevention, adaptation, and vocational improvement courses or courses for the updating and extending of knowledge, within the meaning of the law : this may equally well apply to courses organised by educational bodies and to courses organised by and within the company itself.

The approval of the State, granted for purposes of training leave, thus covers a very wide range. It does not cover a particular course by name and precise designation, but merely broad categories of courses for which no application for approval need be formulated.

2) Approval of courses for the purpose of payment of the student by the State

- In order to benefit from State aid workers are obliged to attend courses which have received approval.

  Furthermore, certain courses have to be entered on a special list. These are :

  . vocational advancement courses; provision for payment for these is made by Articles 30 and 31 of the law;

  . certain training courses in the "vocational advancement" category, of duration less than one year, covered by Article 30 of the law calculated for purposes of entitlement to payment under the conditions laid down by Article 25 of the law in respect of conversion courses;

  . courses for the "updating and extension of knowledge" calculated for purposes of entitlement to a payment under the conditions of Article 33 of the Law.

- The approvals and special lists, for which provisions is made by the law, are decreed by decision of the Prime Minister, after hearing the opinion of the Standing Group of senior officials.

  The Decrees giving approval, and the special lists, indicate for each course :

  . the total duration and weekly duration of the training;

  . the level of qualification to which this training leads;

  . the maximum number of students who may be paid each year under the provisions of the Law.

  The Decrees giving approval lay down in addition :

  . the nature of the course, in the sense of Article 10 of the Law;

  . the procedure for the exercise of financial, technical and educational control.

  The educational control should in particular cover :

  . the qualifications of the teachers;

  . the content of the programmes;

  . the conditions governing the equipment of premises;

  . the certificate issued on conclusion of the studies.

3) Approval of bodies eligible to receive payments from employers

In order to discharge the obligation to participate in the financing of continuing professional training employers may, up to a limit of 10 % of the total amount of the participation, make payment to organisations :

- either approved on the national level by decision of the Prime Minister, after hearing the opinion of the Standing Group on Vocational Training;
- or which undertake an activity the value of which, at regional level, has been recognised by the Prefect of the region, after hearing the opinion of the regional committee on vocational training, social improvement and employment.

The general conditions of this approval, and the procedure to be followed by bodies wishing to obtain it, were laid down in a notice published in the Journal Officiel of 26 January, 1972.

1° General conditions of approval

The approval in question relates only to payments made to certain bodies by employers, without these bodies being bound to undertake training activities for the benefit of personnel employed by the said employers.

The purpose of these payments is to enable employers to encourage certain training bodies to undertake activities or research, of a national or regional character, aimed at improving the methods and results of the continuing vocational training policy.

Approval for purposes of receiving such payments will only be granted to non-profit-making bodies, the activities of which are, on a national or regional level, of indisputable value in respect of continuing vocational training and which devote particular attention to at least two of the following fields :

- the provision of information for adults, or young persons leaving school, in order to bring to their notice the possibilities offered to them by the legislative, statutory or contractual provisions relating to continuing vocational education and the various means of training in existence, or to provide them with guidance;
- the study of, or experimentation with new methods of training or evaluation of the results of continuing vocational training;
- research on training requirements and the means of satisfying these requirements;
- coordination of continuing vocational activities at the level of an industry or of a geographical zone (local, regional or national);

- the admission of employees whose training is not financed by their employer (or of persons who satisfy the conditions for the allocation of public assistance to unemployed workers), without the persons concerned having paid the fees, registration fee or made any other financial contribution;

- the training of instructors outside the direct requirements of a company or of a group of companies.

2° Approval procedures

Applications for approval will be examined by the Standing Group on Vocational Training if the field of activity of the applicant bodies is national or inter-regional.

If the body in question has a regional or local field of activity applications will be addressed to the Joint Secretariat of the Regional Committee for Vocational Training, Social Improvement and Employment.

Approvals will be granted for a period ending on 31 March each year, and will be renewed on examination of a detailed account of the funds received in the form of payments under the law, and of an annual report of the use made of the funds collected.

It should be noted that by 20 March, 1972, 235 applications had reached the General Secretariat 27 of which, submitted by bodies with a regional field of activity, were forwarded to the prefects concerned; 208 files have therefore been examined by a ministerial department.

The Standing Group carried out a preliminary examination of the applications on the basis of the following principles :

- approval should above all be governed by the exemplary character and quality of the studies or activities undertaken;

- approval should therefore be fully selective : meeting the conditions laid down in the notice of 26 January, 1972 constitutes a minimum requirement which cannot, under any circumstances, justify automatic approval;

- approval of recently established bodies may be considered : it may, however, be necessary for such bodies to have been in active operation for a certain period; certain applications will therefore be rejected for the present, but such rejection may merely constitute an adjourned consideration;

- encouragement will be given to bodies working at the level of an industry in preference to more restricted and often artificial groupings;

- joint-representation or tripartite management is not an absolute condition, but one that should be encouraged.

Finally the Standing Group felt it to be desirable that regional Prefects should only grant approvals after a preliminary national list of approvals had been drawn up. Regional Prefects where therefore asked to suspend decisions until the preliminary national list had been published.

It is in fact important that the same rules, and the same degree of selectivity, should apply at both levels so as to avoid the possibility of certain bodies obtaining approval in a region which may have been refused at the national level; there is therefore no reason to provide for approval both at the national and regional levels in respect of the same body.

b) Joint representation approvals

It will be recalled that the Agreement of 10 February, 1969 on the security of tenure laid down, in general terms, the institution of the Joint-representation Employment Committees (C.P.E.) and their functions in the field of employment. The Agreement of 9 July, 1970 and the Codicil of 30 April, 1971 on Vocational and Advanced Training supplemented the structure of these committees and specified their role in relation to vocational training.

Article 33 of the Agreement of 9 July, 1970 recalls, in particular, that the Joint-representation Committees on Employment "are charged with establishing and keeping up to date the detailed list of courses of instruction or training, regarded by the Committees as of recognised value for the industry, and adopted on the basis of criteria defined by them, particularly in respect of the content of the training activities and their teaching value".

In other words, in a similar manner to State approval, the principle is that the approval of Joint-representation Employment Commissions shall apply to the courses of training or instruction and not to the bodies which run them and, furthermore, that approval is not of a final and absolute character.

1) General conditions of approval

The work of the Joint-Representation National Committee, created by Article 40 of the Agreement of 9 July, 1970, has therefore made it possible to list the criteria adopted by the Joint-Representation Committees on Employment for the establishment of their approvals lists.

Some of these criteria are derived from the letter of the Agreement, e.g. vocational value, teaching quality and the industrial category of the employees for whom the training is intended.

The others are tied in with the spirit of the Agreement of 9 July or are simple common sense : financial system, proximity to the place of work, material conditions of acceptance, duration, etc.

The approval criteria to be taken into consideration are thus based on objective factors, whether they derive expressly from Article 33 referred to above or whether they are implicit in the provisions. The conditions imposed are cumulative, i.e. a training activity can only receive approval if it satisfies all the conditions.

2) Procedure

Article 33 lays down that the Joint-Representation Committees on Employment are responsible for establishing and keeping up to date the list of courses or periods of instructions and training.

The procedure for listing courses will, as a result, be as follows :

1° Survey

For purposes of the survey all bodies at a regional level will be consulted which are likely to have knowledge of the following training activities :

- employers organisations in the branch of industry,
- corresponding employees organisations,
- professional workers in the branch, members of the Joint-Representation Regional Inter-industry Committees on Employment.

2° Approval

The approval procedure consists of five successive phases :

- initial screening, carried out by the Secretariat of the Committee to differentiate between viable and non-viable documents : a non-viable document is understood to mean any document relating to an activity which does not concern the subject of interest to the branch, or any document which is of too summary a nature to permit serious examination;
- study by the Joint-Representation Committee on Employment of those documents found to be viable on first screening;
- the files relating to activities adopted after the second phase may be forwarded to Joint-representation Inter-industry Regional Committees where geographical dispersion makes this necessary;
- examination of the files returned from the regional organisations;
- the training activities adopted are submitted to the Joint-Representation National Committee of the industry for approval.

3° Agreement Protocol

The results of the survey may give rise to the concluding of an agreement between the Joint-Representation Committees on Employment and the bodies concerned.

This protocol restates the conditions of approval and details the procedure for checking the observance of the criteria on which the approval was based. The body signing the Protocol must be able to furnish the company, to which the signatory is bound by a labour contract, with all relevant documents confirming the attendance of the latter.

The Joint-Representation Committees on Employment may request the body in question to modify the organisation or implementation of the course, either because they are not satisfactory, or with a view to adapting them to new requirements and possibilities which may be brought about by a change in employment and in the training methods.

C. Financing

1. Financing of trade union training and worker education

Unpaid courses of trade union training and worker education are, in principle, financed by trade union contributions.

However, courses organised either by specialist centres directly attached to the most representative trade union organisations or by University or Faculty institutes, benefit from State assistance for which provision is made by the law of 28 December, 1959 dealing with the organisation of the economic and social training of workers called on to exercise trade union functions.

The same applies to bodies whose complete or partial specialisation may be guaranteed in agreement with the trade union organisations, and which have received the approval of the Ministry of Labour.

Article 2 of this law provides, in fact, that the State will contribute financially to the training of workers where this is provided by the centres, institutes or bodies referred to above.

Credit for this purpose are included in the budget of the Ministry of Labour.

Credits intended for contributions to the functioning of University or Faculty institutes are similarly included in the budget of the Ministry of National Education.

Financing of continuing vocational training within the framework of Continuing Education

Expenses incurred by companies in respect of continuing vocational training do not date from the Agreement of 9 July, 1970 or the law of 1971. In the same way the State was financing training activities prior to the promulgation of these texts, and the law of 1966, referred to above, was in particular intended to establish the principle of a coordinated policy in this field.

The law of 16 July, 1971 relating to continuing vocational training within the framework of continuing education nevertheless requires companies to make further efforts in the field of training, and lists systematically the financial measures to be taken by the state :

a) Contribution by companies

Under the terms of Article 13 of Section V of the law relating to the participation of employers in the financing of continuing vocational training, "every employer, employing not less than ten employees, with the exception of the State, local authorities and their public establishments of an administrative character, is required to contribute to the development of continuing vocational training by participating each year in the financing of training activities of the type defined in Article 10 of the law" (see above the legal categorisation of training activities).

The draft Finance Law for 1972 lays down, in this connection, that "this participation is aimed at encouraging all companies employing a minimum number of wage earners to increase the training facilities available to their personnel. These facilities should make it possible to ensure equality of treatment between employees in regard of the training possibilities open to them, and a better distribution of the charges between industries and the companies themselves.

Article 14 of the law lays down that employers are to allocate to the financing of training activities in 1972 amounts representing at least 0.80 % of the total salaries paid during the current year, this rate to reach 2 % in 1976 (the percentage rates for 1973, 1974 and 1975 will be fixed each year by the finance laws).

The C.N.P.F. has attempted to calculate the training effort made by companies in the private sector of industry and commerce alone :

- 1,650 million francs in 1972,

- 4,500 million francs in 1975 "all other things being equal".

Employers may discharge their legal financial burden :

1) By financing the training activities on behalf of their personnel, organised either within the company or in a training body with which they have concluded an agreement. The following principles have been adopted :

- the expenses which the employer can claim are those paid or due in respect of the wages payment year taken as a basis for the calculation of the employer's participation;

- they must relate to the financing of continuing vocational training activities, excluding expenses allocated to the financing of initial training activities in the technological and vocational fields;

- these training activities are, in principle, to be carried out in premises separate from the production areas. However, where the training includes an element of practical instruction, this may be given in the production areas, provided that :

  . it is given by personnel who have received teaching training;

  . it conforms to a predetermined progressive scale;

  . it permits an evaluation at the end of the courses of the results obtained;

- the expenses incurred under this head by the company are to be included in the form of their total amount, without the deduction of any assistance that may be received from the State;

- where a training body receives, in addition to payment from the employers, a financial contribution determined by an agreement the expenses incurred by this body in respect of the training of students on courses are taken fully into account for the purpose of calculating whether the employers have discharged their obligation without the deduction of the State contribution.

  For the purposes of this calculation the amount of State aid is distributed between the employers concerned, taking into account the duration of training of their students and the payments which they have made to this body;

- where the training activities are organised within the company the expenditure may be allocated to cover :

  . the running of the courses;

  . the payment of the students;

  . the material equipment, provided this is used exclusively for training;

- where the activities are organised outside the company in application of annual or continuing agreements, the expenses accepted in respect of the employer's financial participation correspond :

- to the payments made by the company;
- to the training expenses incurred by the body responsible for training in execution of the said agreements, including the money allocated to material equipment.

2) By contributing to the financing of a training insurance fund

These funds, which are intended to pay for courses on the updating or extending of knowledge, are financed by contributions which may be paid by employers and employees in accordance with the procedures laid down by the agreements setting up these funds. They are intended exclusively :

- for meeting the expenses of running the training courses;
- to cover, for the period of the course :
  - wages;
  - payments for which employers are liable in respect of social contributions and, if necessary, the tax on wages.

3) By making payments, within the limit of 10 % of the amount of the participation for which they are liable during the year in question, to training bodies either approved on the national level in view of the value of their activities for the continuing vocational training of workers, or to bodies undertaking activities, the value of which at the regional level has been recognised by the Prefect of the region on a proposal of the Regional Committee for Vocational Training, Social Improvement and Employment.

Employers with at least 50 employees will not be regarded as having fulfilled the legal provisions unless they can prove that the Joint Works Committee has considered the particular problems of the company in respect of continuing vocational training during the year, in respect of which they claim to have discharged the said obligation, and before general decisions have been taken in regard to the application of the law.

Finally :

- where the expenses, proved by the employer, are less than the total participation which he is required to make, he is to pay the difference to the Treasury;
- where, during the course of the year, an employer has paid an amount in excess of that which he is required to pay, he may carry this excess forward to the three subsequent years.

b) Measures by the State (cf. Draft Finance Law for 1972 - annexed - Document : Vocational Training and Social Advancement)

1) The financial machinery of the State

1° The "overall cover" for continuing vocational training

Since 1969 a new budgetary procedure has been instituted : the essential elements of the credits, allocated by the State to continuing vocational training, have been examined as a whole in the context of a general cover for vocational training which includes :

- the credits included in the Prime Minister's budget : funds for vocational training and for the payment of students;
- the credits required for the vocational training of adults and for training activities carried out by the National Employment Fund included in the Ministry of Labour budget;
- the credits required for the performance of certain activities carried out directly by the National Education System.

Article 11 of the law of 16 July, 1971 gives legal validity to this "overall cover" by laying down that the credits, allocated by the State for the financing of continuing vocational professional training activities, are to be included either in the departmental budget of the Prime Minister or in the budget of the Ministries concerned.

This procedure permits better coordination of the financing of the activities as a result of close liaison between the Ministry of Finance and the authorities coordinating continuing vocational training.

2° The Vocational Training and Social Advancement Fund

This constitutes one of the elements of the overall cover; its role is laid down by Article 12 of the law of 16 July, 1971 : it is intended to provide for State financial contributions to the expenses incurred in the running of courses and the building or equipment of centres, resulting from agreements approved by the Prime Minister or the Ministers concerned. It may in addition be used to finance control studies or experiments.

2) The various forms of State financial aid

It is possible to distinguish three types of State financial assistance :

- assistance provided for the running of training centres;
- assistance for the equipment of training centres;
- payment of students on vocational training courses.

VI. CONDITIONS GOVERNING THE GRANTING OF STUDY LEAVE AND PROCEDURE FOR FINANCING SUCH LEAVE

A. Conditions of access of workers to study leave

1. General Principle

Throughout their active life wage earners who wish to attend training courses covered by educational leave or training leave are entitled, on application to their employer, to a period of leave.

In the case of leave for youth leaders, participation in the activities of youth and Popular Education organisations and legally constituted sporting and open air federations and associations is restricted to wage earners and apprentices of both sexes who are under 25 years of age.

2. Duration of leave

a) Educational leave

Workers and apprentices wishing to attend courses or periods of instruction, exclusively devoted to worker education or trade union training, are entitled on application to a period of unpaid leave of 12 working days per year.

b) Youth leaders' leave

Unpaid leave of 6 working days per year, which may be taken in one or two instalments at the request of the entitled person.

Educational leave and youth leaders' leave may only amount to 12 working days in all in the same year.

c) Training leave

Subject to special agreements, for which specific provision was made in the Agreement of 9 July, 1970, training leave corresponds to the duration of the course, but may not exceed one year for a continuous full time course or 1200 hours for a part-time course or non-continuous instruction.

3. Numbers of persons entitled to benefit in the company

a) Educational leave

Under the terms of the Decree of 1957 the maximum number of employees entitled to benefit, during one year, from the types of leave for which provision was made by the law of 23 July, 1957 granting unpaid periods of leave to workers in order to promote worker education, is determined as follows :

1) In establishments employing between 1 and 250 workers, in accordance with the following table :

1 to 20	workers	1	beneficiary
21 to 40	"	2	beneficiaries
41 to 60	"	3	"
61 to 80	"	4	"
81 to 100	"	5	"
101 to 120	"	6	"
121 to 140	"	7	"
141 to 160	"	8	"
161 to 180	"	9	"
181 to 200	"	10	"
201 to 220	"	11	"
221 to 240	"	12	"
241 to 250	"	13	"

2) In establishments employing more than 250 salaried workers, a number equal to the total number of staff representatives, principals and deputies, for which provision is made by the Law of 16 April, 1946 determining the status of staff representatives.

b) Youth leader leaves

Youth leader leave may be refused by the employer if he is able to show that the number of workers or apprentices who have benefitted from leave during the current year has reached the following levels :

Establishments employing :

less than 50	employees	1	beneficiary
50 to 100	"	2	beneficiaries
100 to 200	"	3	"
200 to 500	"	4	"
500 to 1000	"	5	"
1000 to 2000	"	6	"

and, in excess of 2000 salaried employees, one further leave entitlement for each additional unit of 100 employees.

c) Training leave

The law makes a distinction between two cases :

- in establishments employing 100 employees or more and where several workers apply for training leave, certain applications may be deferred so as to ensure that the percentage of workers simultaneously absent from the establishment does not exceed 2 % of the total strength of the said establishment;
- in establishments with less than 100 employees certain applications may be deferred if the number of hours applied for exceeds 2 % of the total number of working hours carried out during the year.

However the number of hours to which employees of these establishments are entitled may be carried forward, at their request, from one year to the next for a period not exceeding four years.

It is finally to be noted that :

- the Codicil of 30 April, 1971 fixes the maximum percentage of executive grades simultaneously absent at 3 % and the calculation of this 3 % is to be made on the basis of the company as a whole, whether or not it includes several establishments;
- where workers are attending courses solely as the result of a decision by the management of the company or its representatives the number of workers, or the number of leave hours, are divided by two for the purpose of calculating the percentages.

In practice the application of these relatively complex provisions may run up against a number of difficulties. For this reason the C.N.P.F. has suggested to its members in its practical guide for companies a method of application capable of meeting all possible cases :

- whether the courses are continuous and full-time or non-continuous and part-time;
- whether the worker strengths are large or very low.

Finally, where the establishment is incapable of meeting all applications for training leave, priority is to be given to :

1) applications which have already been deferred;
2) applications from workers whose course has had to be interrupted on grounds recognised as valid after a hearing by the Joint Works Committee or, in the absence thereof, by the staff representatives;
3) applications from workers having the greates seniority in the undertaking.

4. Possibility of deferment

The same rule has been adopted by the legislator for all three types of study leave : after hearing the opinion of the Joint Work Committee or, in the absence thereof, of the staff representatives, the employer may refuse an application if he considers that the absence of the worker may prejudice production or the operation of the company.

The refusal, for which grounds must be given, is to be notified to the interested party within 8 days of receipt of the application (education leave and youth leader leave). This period is extended to 10 days in the case of training leave.

In case of dispute, the Inspector of Labour may be notified by one of the parties and called in to arbitrate.

However, in the case of training leave, the legislator has gone further in his analysis :

a) on the one hand the period for which the leave application may be deferred may not exceed one year. The Agreement of 9 July, 1970 lays down that the right to defer leave may no longer be invoked as from the time that the grounds for it have ceased to exist;

b) at the same time the legislator, repeating the provisions of the Agreement of 9 July, 1970, has provided that a worker who has benefited from training leave (other than that allowed for young persons without a qualification) can only claim, in the same company a further training leave after a so-called "exemption" period calculated in accordance with the following formula :

$$\frac{\text{T (number of hours of previous course)}}{8} = \text{exemption period, expressed in months}$$

Where workers attend courses solely be decision of the management, the following formula is to be applied :

$$\frac{T}{16} = \text{exemption period}$$

The exemption period may never be less than 12 months nor more than 12 years.

Examples :

Case of a worker who, at his own request, has attended a course of 240 hours duration. The exemption period will then be :

$$\frac{T}{8} = \frac{240}{8} = 30 \text{ months}$$

Case of a worker who has attended, on the initiative of the company, a 240 hour course. The exemption period will be :

$$\frac{T}{16} = \frac{240}{16} = 15 \text{ months}$$

5. Other provisions

The following are not eligible for training leave :

a) workers whose seniority in the company is less than two years with the exception, for which provision is made in the Agreement of 9 July, 1970, of employees discharged within the framework of a collective discharge on economic ground and who have been unable to make use of the training facilities offered by the Agreement during the period of notice;

b) workers who have held an extended higher education diploma or a professional diploma for less than three years.

Professional diplomas

CEP = Certificate of Vocational Education
CAP = Certificate of Vocational Aptitude
BEP = Certificate of Vocational Studies
BEI = Certificate of Industrial Training
BEC = Certificate of Commercial Training
BSEC = Higher Certificate of Commercial Training
BP = Professional Certificate
BT = Technicians Certificate
BTn = Technical Baccalaureat
BTs = Higher Technicians Certificate
DUT = University Technological Diploma

Diplomas of extended higher education course

- Bachelors degree
- Masters degree
- Doctorate
- Engineers Diploma
- Diploma of Higher Commercial Education

6. Special cases

a) The young

1) Young workers holding the BEP

These young workers fall within the general category as defined by the law, and are entitled to attend "adaptation" courses.

The Agreement provides that, in certain cases, it may be necessary to organise supplementary training for young workers holding a BEP.

This training should not be restricted to adaptation to a work position alone, and during the adaptation period courses of general and theoretical instruction should be included to supplement an essentially technical and practical training on a basis of four hours per week.

2) Young persons without a qualification

Wage earners who are not holders of a vocational diploma, or who are enjoying the benefits of a contract of apprenticeship, are entitled, during their first two years in the company and up to the age of 20 years, to training leave for a course which has received the approval of the State. This leave cannot be refused.

These leaves are not taken into account when calculating the percentage of training leaves per establishment.

Conditions :

- seniority in the undertaking : a minimum of 6 months;
- duration : a maximum of 100 hours per year;
- the hours of leave may be carried forward, from one year to the next, on application by the workers concerned;
- the total leave may be used in one or more instalments;
- deferment : any decision to refuse or defer the training leave shall only be taken after hearing the opinion of the Joint Works Committee or, in its absence, of the staff representatives.

The duration of any deferment by the employer taken in the interest of the requirements of the company, may not exceed three months.

In the case of courses deferred in the interests of the requirements of the company, the order of priority of the applications is identical to that of wage earners more than 20 years of age.

The deferment does not involve the abolition of the right to leave for workers who attain 20 years of age or complete 2 years in the company subsequent to the submission of their application.

b) State and local authorities employees

Employees of the State and of local authorities are, at present, excluded from the right to training leave as defined by the law. Decrees, which have not yet been published, will determine the conditions of applications relating to :

1) training and advanced training activities for State employees;

2) training leave for civil servants;

3) training leave for non-established civil servants;

4) the operation of Regional Administration Institutes;

5) training leave for employees of local authorities.

c) Teaching leave

Executive grades may apply for leave of absence to carry out teaching functions, provided that they have two years seniority in the undertaking. Payment to the individual is not continued during this period.

The application may cover two types of leave :

- either for a maximum duration of one year for part-time teaching, in which case the executive is not permitted to be absent from the company for more than four hours per week or eighteen hours per month;

- or for teaching full-time for a period of less than a year. In this case, furthermore, an additional authorisation of absence for teaching or training leave may be submitted, subject to the condition of the exemption period T/8.

In this case, as in the other, employees on teaching leave are not taken into account when calculating the number of persons benefiting from training leave.

Finally, executive grades desirous of leaving the company to teach full-time for more than one year and less than five years benefit from special conditions, provided that :

- they have more than five years seniority in the company;

- they submit their application at least six months before the date of departure;

- they notify the company at least six months before the date of their return.

In addition :

- they benefit from priority re-engagement;
- if an employment contract has been interrupted for less than two years, and re-engagement is not possible, they receive the compensation for which provision is made by the collective agreements, in the case of cessation of employment on the date of their departure.

7. Application procedure

a) Procedures for requesting

1) Educational leave and youth leader leave

The application by the interested party must be submitted to the employer in writing at least 30 days in advance. It is to indicate the date and duration of the absence requested, and also the name of the body responsible for the course or period of training.

2) Training leave

The application is to be submitted :

- at least 60 days in advance in respect of a six months period of leave, and earlier in the case of a full-time course;
- at least 30 days in advance for a continuous course of less than six months, or a part-time course, or for a course for young persons without a qualification.

The application is to indicate the starting date, designation and duration of the course and the body responsible for it.

The employer is required to give his decision, with grounds, within a period of 10 days.

b) Course Certificate

For the three types of leave the body responsible for the course or training session is to furnish the worker with a certificate confirming the effective attendance of the interested party on the course.

Failure to attend the course without valid grounds will involve the cancellation of the training leave.

B. The right to paid leave

Just as the right to study leave is subject to a certain number of conditions, binding the applicants themselves or the company, so the right to payment for the hours devoted to training leave periods is not automatic; in this connection a distinction is made between, on the one hand, educational leave and youth leader leave and, on the other hand, training leave.

It is clear that the right to payment constitutes the essential supporting basis of the right to study leave : this is true of educational leave and youth leader leave which are, however, aimed at "motivated" workers; it is therefore all the more valid, to the extent that workers generally experience certain difficulties in defining their own training requirements, that they should only be invited to attend training courses if they are not required to bear the financial consequences.

1. Educational leave and youth leader leave

The principle is that these leave periods are not paid. In practice, however, the legal principle has become the exception.

a) Principle

The law of 23 July, 1957, granting unpaid leave to workers in the interests of the promotion of workers education, provides that workers and apprentices wishing to attend courses or periods of training, exclusively devoted to workers' education or trade union promotion, are entitled on application to unpaid leave of 12 working days per year.

In the same way the law of 29 December, 1961 permits wage earners and apprentices aged less than 25 years, wishing to participate in the activities of Youth and Popular Education Organisations, to obtain from their employer unpaid leave of six working days per year.

b) In fact the joint efforts of trade union organisations and the public authorities have enabled the workers concerned to make positive use of the possibilities provided by the legislative texts.

In the case of educational leave the trade union confederations reimburse the proportions of the salaries and travel expenses incurred as the result of the attendance of active members on the courses which they organise in their trade union training centres; the same applies to Institutes of Labour and training bodies, covered by the law of 28 December, 1959, which are intended to promote the economic and social training of workers called on to exercise trade union functions.

As regards youth leader leave periods, it is true that the employer does not pay the salary during the week's leave; however, the associations responsible for popular education receive subsidies from the Youth and Sports Secretariat. The Association organising the course receives 350 F per student for this purpose; 175 F for transmission to the student for "loss of earnings" and 175 F to cover the teaching expenses of the course.

2. Payment of students during training, and reimbursement by the State

a) Payment of students

Two cases must be distinguished :

1) At his own request, or by decision of the company, the employee attends a course organised on the initiative of the company. In this case :

- the salary is paid by his employer;
- the course and travelling expenses are charged against the employer in full.

2) The employee himself chooses his course. On this assumption three different cases may arise :

1° The course is approved by the Joint-Representation Committee on Employment

The payments received by the worker, in application of the legislative and regulatory provisions in force, are made up by the company so as to ensure that the worker receives amounts equal to his previous remuneration for the first four weeks or the first 160 hours of the envisaged training, whether the latter is full-time or part-time.

It is the responsibility of the Joint-Representation Committee on Employment, in the light of the nature and duration of the training which they intend to approve, to lay down under what conditions and for what period the payment is to be maintained, in whole or in part, beyond the period of four weeks or 160 hours.

2° The course is not approved by the Joint-Representation Committee on Employment, but is approved by the State for purposes of training leave and thus gives rise to a right to payment by the State

The situation is then different, depending on the type of course attended :

- 1\. vocational advancement course entered on a special list, published each year in the Journal Officiel.

  Payment during these courses varies according to the level of qualifications to which they give rise :

  1430 F/month : engineer
  1230 F/month : higher technician
  1030 F/month : technician

  In certain cases this remuneration is calculated on the basis of the previous salary : this applies to second degrees courses of the F.P.A. and certain courses under the National Education System.

- 2\. Travelling costs

  The following costs are reimbursed :

  - all travelling costs incurred during and necessitated by the courses;

  - all travelling costs incurred at the start and end of the course in respect of travelling to the training centre and returning home, where the distance is greater than 25 km;

  Three quarters of the travelling costs incurred when returning to their family during the course, provided that the distance covered is greater than 25 km, on the following scale :

  1 return journey for single students over 18, attending a course of more than 8 months;

  for students over 18 years, married or with a dependant family, 1 return journey for courses of 3 to 8 months, 2 return journeys for courses of over 8 months.

- 3\. Course for the updating or extending of knowledge

  Remuneration

  Two cases must be distinguished here : the worker may be paid as a result of a prior undertaking by the employer, or he may merely benefit from unpaid leave :

  . salaries paid as the result of a prior undertaking by the employer.

The worker may receive a substitute payment, paid by a training insurance fund : these funds are intended for financing the running of courses and to cover wages and, where appropriate, the social contributions and tax on wages.

In the absence of a training insurance fund the contract of employment may make provisions for payment to be made to a worker attending a course for the updating or extending of his knowledge.

Workers benefiting from unpaid leave granted by the employer.

If the course is entered on a special list, published each year in the Journal Officiel, payment is guaranteed by the S.M.I.C.

Travelling expenses

Provided that the course attended is approved, or results from an agreement concluded with the State, and where the training consists essentially of instruction given at a distance, all travelling costs are reimbursed within the limit of 8 return journeys per year.

- 4. Adaptation courses

- The remuneration paid is that shown on the contract of employment : the previous salary level is therefore maintained;

- Travelling costs : see courses for the updating or extending of knowledge.

3° The course is approved neither by the Joint-Representation Committee on Employment nor by the State

The worker is entitled to leave of absence without pay. If, in the case of a course for the updating and extending of knowledge, a training insurance fund exists in the company this can be used to cover the worker's wages and his training expenses.

b) Reimbursement by the State

Apart from the case of conversion leave, which appears to be outside the terms of reference of this study (these are workers "given leave" in the form of discharge), the employers may obtain, from the State, reimbursement of the salaries paid by them in two cases :

- where the worker is sent on training by the company;
- where the worker has obtained leave from the company for a course approved by both sides.

Two conditions have to be fulfilled in this case :

- the course has to be approved by both sides, or be the subject of an agreement concluded with the State;
- it must have a minimum duration of :
  . 120 hours for adaptation courses;
  . 20 hours for courses for the updating of extending of knowledge;
  . 12 hours per week for vocational advancement courses.

Provided these two conditions are met the amount of the sums reimbursed by the State may not exceed :

- 50 % of the wages paid, in the case of an adaptation course;
- 25 % of the wages paid, in the case of a course for the updating and extending of knowledge.

In the case of vocational advancement courses, which furthermore have to appear on a special list decreed by the Prime Minister, reimbursement by the State is fixed contractually at the following rates :

- 1430 F per month in the case of a course intended to lead to the level of engineer, executive grade or higher technician;
- 1230 F per month in the case of upgrading from the level of technician to higher technician;
- 1030 F per month in the case of upgrading from the level of worker or employee to the level of technician or skilled worker.

Overall, therefore, and subject to the reservations of the spirit in which the letter of these contractual and legislative texts are applied, two provisional conclusions may be drawn from this analysis :

- the rules relating to the payment of training leave are more liberal than those relating to educational leave and youth leader leave;

- the reason for this is possibly that, in a rapidly changing economic context where the problems of employment are posed essentially in the qualitative terms of adaptation, the training of men appears more "economic" than the training of trade unionists. This is made very clear by the fact that the payment of students on courses is a function of the value of the training course attended for the company.

VII. MEASURES ENVISAGED (IN THE LONG AND MEDIUM TERM) IN RESPECT OF STUDY LEAVE

Workers can thus apply to their employer for leave of absence to attend courses with a view to individual or collective advancement. The legal possibilities open to them, by virtue of the legislative, statutory and contractual texts, although restricted in regard to the number of entitled persons and subject to conditions of access and restricted payment, nevertheless have the merit that they do exist.

This means, of course, that there is always the hope of improving these texts, in particular those relating to worker educational leave (1). The essential problem still remains their application, however, particularly in relation to the entitlement to training leave, which will be the cornerstone of this section.

In this connection it should be pointed out that many companies did not await the Agreement of 9 July, 1970 or the law of 16 July, 1971 to undertake those measures, for the training of their personnel, which had become necessary as a result of the accelerated technical development. On the other hand the obligation laid on undertakings to pay the Treasury 0.8 % of the total wages bill, or to incur training expenses equivalent to this 0.8 %, was aimed at encouraging those companies which were not carrying out any training to initiate action in this field and those already doing so to rationalize these investments within the framework of the training plans, submitted for comments to the Joint Works Committee. Even within this framework, however, no change will be made in the type of training given. It will in most cases be a form of training imposed on personnel and designed to meet the particular requirements of the company or the industry.

On the other hand what is new in these texts is that they enable workers, employees or executives to take the initiative in regard to their own training as a result of the institutions of training leave.

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(1) It will be noted, in this connection, that the draft modifications of the law of 23 July, 1957, drawn up in 1965, have not yet seen the light of day and that collective negotiation still remains the exception in this field.

In other words the law of 16 July, 1971 enshrines two important principles : on the one hand, the company is placed under an obligation in relation to taxes, and finds itself constrained to take measures in the field of training which are linked with its strategy of economic development; on the other hand, it cannot indefinitely prevent the departure on training courses of wage earners who apply for training. The resulting difficulty will be to reconcile two types of training which do not necessarily coincide, in that they correspond to requirements which may, themselves, be contradictory.

It is against this background that we shall examine the obstacles which may be placed in the way of employees exercising their right to training leave and taking advantage of the measures taken in the field of economic and social life.

A. Impediments to the exercise of the right to training leave

These impediments may be economic and legal or concern psychology and institutional sociology.

1. Economic and legal impediments

The problem here is to reconcile on the one hand the training activities instituted on the initiative of the company with the individual requirements of employees in the exercise of their right to training leave on the other.

The training plan of the company is linked with its economic development plan, and it is in this context that the employer will decide whether the training should be given inside or outside the company, what types of course are to be run, and what categories of personnel should have priority on courses.

The individual requirements of employees may, of course, fit into the training plan of the undertaking and conform to its aims, but they may equally well be completely alien to it and, in such a case, a difficult problem of adjustment arises.

In particular, if an employer sends 4 % of his personnel on a training course he can, during the first year, refuse to accept individual request. He will of course have to take them into consideration during the following year, but in practice it is probable that the problem will give rise to conflicts, which are all the more difficult to resolve in that the legal texts have, in this case, only provided for consultation with the Joint Works Committee.

2. Psychological and sociological impediments

Employees will have, from now on and as a result of trade union action, what is broadly a new right, the right to training leave. They still need to be made aware that they in fact possess this right : recent enquiries have shown that the exercise of this right in fact runs up against psychological and sociological barriers.

Continuing education merely remains, for the workers, training which they undergo : one goes on a training course when asked to by the employer, because the latter believes it to be necessary for the employee in the light of technical developments. The choice is not so much between improving one's vocational qualification or cultural level as of maintaining or breaking the contract of employment.

Furthermore, it is always true that training is regarded, by the workers, as a privileged means of advancement : an increase in pay and access to a post requiring higher qualifications, the one going along with the other. For the employers, however, training does not necessarily involve advancement (this is no doubt the reason why the value of diplomas is not recognised in collective agreements).

Finally "continuing vocational training" or "continuing education", whatever its real content, frequently implies "going back to school". For many workers, however, the memories they retain of school are hardly nostalgic, since their schooldays more often represented failure than success : it is certainly not fortuitous that the law of 16 July, 1971, covering the organisation of continuing vocational training within the context of continuing education, is accompanied within the framework of a "continuing education charter" by texts on apprenticeship, technical and technological instruction.

3. Institutional impediments

One of the first conditions for the effective exercise of the right to continuing education is the existence of suitable structures to meet the requirements of the workers.

However, if the problem is posed in terms of the "training market" we find that :

a) on the subject of training requirements, only the undertakings have so far clearly expressed their requirements. Obliged to pay the Treasury an effective tax of 0.8 % of their total wages bill in 1972, and 2 % in 1976, or to invest an equivalent amount on the training of their personnel, they have been induced to reflect deeply on the needs of personnel training in relation to their own economic development plan : this is what is known as "rationalised" training.

In the case of the workers themselves, on the other hand, we have seen that psychological and sociological impediments prevent their applying to their employers for leave of absence which have been made possible by the contractual, legislative and regulatory texts.

The above analysis undoubtedly needs to be improved in some respects. The executive grades, the traditional recipients of continuing education, could well be the first to make use of the individual right to training leave. The fact remains that, overall, the analysis does not give grounds for exaggerated optimism.

b) In respect of the supply of training a distinction must be made between private and public training bodies.

1) Private training bodies, whose aim is seldom philanthropic and more often derives from the profit motive, allured by the prospects of the profits offered by the tax system, have moved in to meet the training requirement, in the form in which it exists, i.e. the requirement emanating from companies, and possibly from the executive grades, for programmes capable of meeting the requirements of both these elements which are frequently identical, but which differ from those of workers as a whole, since the latter have not as yet expressed their requirements in any clear manner.

2) There still remains, it is true, recourse to public educational resources, i.e. the National Education System and the Ministry of Labour : these alone, by reason of the guarantees of intellectual honesty which they provide, appear to be capable not only of meeting the requiremnts of workers, but also of arousing such requirements.

However, the problem posed is that of their adaptation to continuing education. Is the National Education System ready to assume its responsibilities ? Very severe administration restrictions stand in the way, and possibly also obstacles in regard to teaching staffs and equipment, which cannot be eliminated solely by the action of the legislature. At the same time the A.F.P.A., an instrument of economic action which is intended to reduce regional and structural disturbances on the labour market, needs to be fundamentally reformed if it is to arouse the demand for vocational training among employees.

In their task of implementing educational leave for active trade unionists, the trade union organisations have set up their own training centres and have found a valuable academic ally in the Institutes of Labour.

The same does not apply, at the present time, to training leave for workers : less strongly motivated, and often inhibited for social and psychological reasons, they perhaps feel the need for training but find difficulty in expressing this need clearly, a difficulty which is reinforced by the fact that they do not meet the reception they require from public training means.

This underlines the urgent need for steps to arouse the motivation of workers and to enable them, in particular cases, to exercise their individual right to training leave.

B. Measures intended to promote the exercise by workers of their right to training leave

The aims pursued by the various actors on the economic and social scene are clearly not the same : the policy of the public authorities in regard to employment and vocational training is aimed at reducing the danger of a qualitative and quantitative imbalance between the supply and demand for employment; the companies are attempting to profit from the legislative and contractual texts by making best use of the financial possibilities offered to them to turn training into an investment : "Do not forget that good training is the best of investments" (Practical guide for companies : C.N.P.F.); the trade union organisations, whilst recognising the value of wage earners of the measures taken by the Government and by the employers in the strictly economic and industrial field, intend to make every effort to ensure that the individual right of workers to training and continuing education can be exercised in a concrete way.

This means that we shall deal, in this section, only with those measures capable of ensuring the effective exercise of the right to training leave, leaving aside the general problems of vocational training, apart from emphasising their importance in the coordinated policy of vocational training, social improvement and employment. In particular, the measures envisaged in respect of certain categories of workers (young persons, women, the handicapped), whatever their value, fall outside the terms of reference of this study to the extent that they do not directly relate to training leave.

This is not, however, the case in regard to :

- the provision of information to workers;
- the reconciliation of the requirements of the company and the aspirations of workers;
- the adaptation of public education resources to the logic of continuing education.

1. The provision of information to workers

The C.N.P.F. has directed considerable publicity towards companies and industrial and inter-industrial organisations (1). The aim is to make companies aware of the economic necessity for training regarded as an investment, which it is, in effect, to a very large extent. The Practical Guide for Companies deals successively and in a very explicit fashion with the following problems :

- financial provisions and implementation of the training plan;
- training leave and the payment of students.

In other words the C.N.P.F. has understood the necessity of making undertakings more sensitive to the problems of personnel training by means of "instructional" brochures.

It is clear that, because of the inhibitions analysed above, a similar effort is necessary in respect of the workers who enjoy the right to continuing education :

- the trade union organisations, for their part, are contributing to this effort by the publication of brochures, intended for active members responsible for keeping workers informed as to their real rights. At the same time, and in addition to information days, they organise training sessions, which are directed at trade union officials working in public bodies or sitting on joint-representation boards concerned with the problems of employment and training, with the financial assistance of the public authorities;
- at the same time the National Centre for Information and Productivity of Companies (CNIPE), a tripartite body including civil servants and representatives of trade unions and employer organisations, provides companies and trade unions with the necessary support in the form of teaching staffs and material. As an example we may quote the guides "Your Rights to Training Leave" and "Facts and Figures on Continuing Education".

The truth is that the provision of information to employees is the primary problem, since it is the essential prerequisite for the effective exercise of the right to training leave. At the same time also, and to the extent that it can create a favourable relation of forces, it governs the success or failure of the negotiations to be put in hand to reconcile economic requirements and social aspirations in a fair and just manner.

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(1) See, in this connection : 1. The training of men in modern society.
2. Practical Guide for Companies.
3. Guide for industrial and inter-industrial organisations.

2. The reconciliation of the needs of companies and the aspirations of the workers

It would be absurd to say that the satisfaction of the needs of the company is fundamentally incompatible with the aspirations of the workers : a particular type of vocational training, envisaged by the employer within the framework of his training plan, may correspond to the needs of the workers as felt and expressed by the latter.

On the other hand the aspirations of the workers may run counter to the aims of the company or quite simply may not help them forward. However, in this case no provision is made in the legal texts for resolving the problem which arises :

- the Joint Works Committee is, of course, obliged to be informed and consulted on the training plan of the company, but an unfavourable opinion by the Committee does not bind the employer;
- in the same way the Joint-Representation Committee on Employment certainly approves training courses having a recognised value for the industry : but workers' demands may relate to courses having a value outside the field of the industry, if only because the requirement is merely personal or individual;
- it is precisely in this case that the rules relating to the payment of students on courses do not provide support for the workers, unless there exists a training unsurance fund capable of "ensuring" them a supplementary or substitute remuneration.

This is why certain trade union organisations, in particular the C.G.T.F.O. and it its train the C.F.D.T., have advocated :

- the negotiation of the training plans of the company between the employer on the one hand and the trade union representatives on the other; this would enable conflicts of a legal and economic order, which cannot fail to arise as a result of the lack of precision in the legislative and regulatory texts, to be resolved or prevented;
- the setting up of training insurance funds on a joint-representation basis, intended for the financing of courses for the updating or extending of knowledge, i.e. in practice for continuing education in the widest sense of the term.

3. The adaptation of public training resources to the logic of continuing education

We have seen that this change of heart by the public authorities was necessary, not only in order to meet the demand for training from the workers, but also - and perhaps even more so - in order to arouse it. The general report of the working party responsible for the study of questions relating to vocational training and qualification, sets out the general lines of the measures taken by the public authorities in the course of the VIth Plan both in regard to the A.F.P.A. and the National Education System :

a) New guidelines of the A.F.P.A.

In order to become a more flexible instrument, capable of meeting the various requirements of undertakings and to adapt itself to the employment situation, this institution will have to develop rapidly in four directions :

1) The activities of the A.F.P.A. will have to be diversified and, without neglecting the sectors in which it is active on a very considerable scale today, the association will have to endeavour to provide other forms of training. Instruction in the techniques applicable to the tertiary sector will, in particular, have to be included in such training.

2) The teaching programmes of the A.F.P.A. will have to aim at higher technical level, so as to promote technical and technological innovation in a certain number of branches. Rather than the quantity of training given, more attention should be paid to its quality and to the possibility of multiplying its effects in companies.

If this were done, the A.F.P.A. could play a real part in promoting the spread of teaching which, in its techniques and methods, is most suited to adult training.

3) The A.F.P.A. should strengthen its means of control and technical and teaching assistance in regard to companies.

4) Finally the A.F.P.A., by ceasing to be exclusively an organisation for the management of training centres and by acquiring resources capable of flexible use for active intervention, should always retain a reserve, enabling it to act rapidly in critical situations, either of a general economic, regional or sectorial nature.

b) The appeal to the National Education System

As conceived by the working party this appeal should be twofold :

- the Agreement of 9 July, 1970 (and the law of 16 July, 1971) set out the objective conditions of education.

These legal texts clearly convey to those responsible for schools and universities the certainty that the initial instruction given to the young will no longer remain without educational follow-up - this education will only constitute the initial elements of a whole which from now on can really be called "continuing education". The expression of such ideas has, up to now, been regarded as utopian. From now on they are to be written into the book of economic and social reality.

National education should at the same time regard this as an opportunity to recast its programmes and the duration and planning of its teaching (1).

- The National Education System will now be required to meet the requirement for adult training.

"...... This requirement will be posed in such a way that, if the schools and universities do not meet it, they will be failing in their traditional task. It is only by distortion, or under the pressure of necessity, that we have come to design an educational system as being exclusively reserved for the youth. The Sorbonne was formerly open to adults - the lycées and the universities are so no longer. Adult education includes requirements in terms of methods, curricula, timetables and course lengths which the National Education System in the grip of an educational explosion has up to now neglected ....

However, the material and human capital invested in the creation of a modern education system, frequently bound up with research, the density of the network of school and university establishments, and the number and quality of teachers giving instruction at all levels in the widest variety of disciplines, all mean that the contribution of the National Education System will be the determining factor in the upward drive of adult education.

The appointment in 1970 of an Adviser on Continuing Education in the Ministry of National Education, and the creation in its central administration of a delegation for the orientation of continuing training under a director, are encouraging signs.

It is still necessary, if continuing education is to find its proper place and school and university are to be adapted for the training of adults, to accept the necessary reforms and provide the essential resources".

Finally, it is clear that : "continuing education involves the need for more teachers who are properly prepared for the teaching of adults. The training and advanced training of educators (2) is therefore a field which is largely open to further training programmes during the VIth Plan".

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(1) See above : the initiative taken by the University of Paris I.

(2) The training of educators applies equally to the public and private education sectors.

As a - provisional - conclusion we may consider whether the logic of continuing education does not imply, to a certain extent, some form of osmosis between individual advancement and the collective advancement of workers.

We have seen in fact that, on the one hand, workers' education courses, aimed at collective improvement of the lot of workers, were factors in the individual advancement of active trade unionists participating in such courses and, on the other hand, in regard to training leave, that staff representatives were called on for consultation or negotiation.

In this connection, however, we should note two significant facts :

- The Institutes of Labour appear to be looking not for their second wind (they enjoy the universal confidence of the trade union organisations) but, in direct relation with their research calling, for an altogether new approach. Marcel DAVID sees, in the social advancement of the individual, a field of extension for the activities of Institutes of Labour : "In the first place, as has already occurred in Paris, it is normal practice for our institutes to assume responsibility, where necessary, for the training of workers' social cadres. This should be done in as well-considered and resolute a manner as possible, taking maximum advantage of the legal provisions and aimed, above all, at achieving new and more advanced provisions, so as to ensure the active presence of students, a large proportion of whom already exercise a professional activity. It should also be done in such a way as to ensure that, in the course of their studies, they mix with ordinary students who already hold university diplomas.

  It would, furthermore, be of definite value for our institutes to have their say and, indeed, a role to play in the so-called "general" or "social" training, which more and more workers receive under the heading of technico-professional training in a number of educational institutes, certain of which fall within the category of higher education.

  "Who knows whether, as a result of the mark of objectivity imprinted on the instruction given at the institutes, a right to consideration and, even better, certain educational responsibilities should not be granted to them, always with the aim that the social science of labour should be included in the technico-professional training programmes set up at the instigation of, and within, companies. Workers would gain from this the ability to devote themselves to this type of training without being exposed to possible pressures, aimed at convincing them of the benefits of integration in the established system, and without running the risk that the ends result would be a "creaming off", thus depriving the working class of a proportion of its active members.

"Finally, as an extension of such activities and to meet fully the requirements of continuing education, refresher courses could be organised for particular categories of social cadres and, on a wider basis, for professional workers interested in the problems of labour, without prejudice to study sessions of the same type which might be held for active trade union workers themselves".

- At the same time some trade union measures, albeit isolated but capable of starting a trend, appear to show that the trade union organisations are ready to assume their responsibilities in respect of workers within the framework of the forward movement of training described above; the aim of the Institute of Study and Development for Continuing Education, founded on the initiative of the Force Ouvrière organisations, is in fact :

  . to unite persons and groups desirous of promoting the proper information, training and advances training of wage earners;

  . to undertake in this connection studies, research, the development of methods, and their implementation by all possible means;

  . more generally, to undertake all activities in the field of advice, training and propaganda capable of contributing to the above aims.

In the latter two cases these are, of course, only trends; they illustrate very clearly however the fact that it is not sufficient to recognise the right of workers to training; it is also necessary that the latter should have the means of exercising this right in concrete terms, i.e. that they should be free to choose the directions and the means of a training which they themselves have selected as a personal and cultural aim.

STATISTICAL ANNEXES

NUMBER OF WORKERS AFFECTED BY TRAINING ACTIVITIES (1)

Source : Interministerial Committee on Training and Social Advancement

1. Distribution by type of training

	1968	1969	1970	1971
Activities in favour of young persons and apprentice training centres	17.000	22.000	34.000	51.000
Adaptation - preventive training	8.500	18.000	36.000	60.000
Conversion	3.000	19.000	30.000	34.000
Promotion	2.500	31.000	50.000	56.000
Updating and extending of knowledge	28.500	77.000	130.000	139.000
General training for vocational purposes - pretraining of adults - correspondence courses	2.000	22.500	30.000	31.000
TOTAL	61.500	190.000	310.000	371.000

2. Distribution according to the level of training (2)

	1968	1969	1970	1971
I - II - III	16.000	63.000	113.000	132.000
IV	13.000	51.500	73.000	85.000
V - VI	32.500	58.500	104.000	134.000
Correspondence courses		17.000	20.000	20.000
TOTAL	61.500	190.000	310.000	371.000

(1) Within the framework of agreed activities, financed by the Fund for Vocational Training and social promotion.

(2) Levels of training :
I and II : Degree of bachelor, doctor and above
III : Higher technician and equivalent gradings
IV : Baccalaureate, technicians diploma
V : C.A.P. (Certificate of Vocational Aptitude), B.E.P.C. (Study certificate, first cycle of second degree)
VI : Completion of compulsory schooling without any vocational training.

3. Distribution by duration of training course

	less than 120 h	121-300 h	301-1100 h	more than 1100 h	total course hours	correspondence courses	Total
1968 ...	19.200	8.800	24.100	9.300	61.400	100	61.500
1969 ...	62.000	45.000	41.000	25.000	172.000	17.000	190.000
1970 ...	109.000	77.000	61.000	43.000	290.000	20.000	210.000
1971 ...	120.000	93.000	90.000	48.000	351.000	20.000	371.000

4. Distribution by contracting parties

	1968	1969	1970	1971
Public education establishments	4.000	40.000	56.000	61.000
Public agricultural establishments		16.500	20.000	23.000
Other public establishments ..		500	4.000	6.000
Private agricultural centres .		8.000	17.000	20.000
Private associations and educational establishments ...	2.000	8.000	27.000	36.000
Chambers of Commerce and Industry	3.500	14.000	25.000	29.000
Chambers of Trade		9.000	11.000	11.000
Industrial Organisations	26.000	39.000	78.000	98.000
Companies	11.000	25.000	52.000	62.000
Other training centres	15.000	30.000	20.000	25.000
TOTAL	61.500	190.000	310.000	371.000

5. Distribution of students by sectors of economic activity Financial year 1970

	Non-decentralised agreements	Decentralised agreements	Total
Primary sector :			
Agriculture	25.000	5.000	30.000
Secondary sector :			
Mines, iron and steel works, metallurgy, mechanical industries ....,	42.000	9.000	51.000
Building	20.000	3.000	23.000
Chemical industries	5.000	1.000	6.000
Food industries	2.500	500	3.000
Textile industries	5.000	2.000	7.000
Other training	5.500	1.500	7.000
Total for secondary sector ..	80.000	17.000	97.000
Tertiary sector :			
Office staff	20.000	2.000	22.000
Commerce, sales, business administration	70.000	14.000	84.000
Data processing	18.000	2.000	20.000
Health and social sector	4.000	2.000	6.000
Hotel and tourism	1.000	1.000	2.000
Other training	3.000	4.000	7.000
Total for tertiary sector ...	116.000	25.000	141.000
General training for vocational purposes	30.000	12.000	42.000
TOTAL	251.000	59.000	310.000

DEVELOPMENTS IN THE FIGURES BY CATEGORIES OF ECONOMIC ACTIVITY

Categories of economic activity	Survey figures			Projections	
	1954	1962	1963	1975	1980
Code					
11 Agriculture, forestry ..	5.151,1	3.888,0	3.089,2	2.460,1	2.020
21 + 22 Mining industries .	373,0	302,7	241,2	153,7	120
31 Building, public works .	1.384,2	1.682,3	2.091,8	2.106,7	2.200
41 Metal production	280,2	314,4	291,2	249,6	220
42 Metal industries	1.047,0	1.273,1	1.342,5	1.451,5	1.510
43 Various metal articles .	182,0	215,9	221,0	227,2	230
44 Electrical construction	210,6	318,7	358,3	400,6	445
45 Mechanical and electrical repairs	281,6	253,7	274,0	332,5	370
46 Glass, ceramics, building materials	183,0	205,0	230,2	236,4	240
47 + 48 Chemical industries, petroleum					
01 + 49 + 51 Food and related industries	609,2	619,0	643,2	644,8	610
52 Textile industries	642,3	532,9	456,4	441,2	410
53 **Clothing** and working of materials	470,0	386,9	356,9	336,7	370
54 Leather and hide industries	240,5	200,1	176,4	200,6	180
55 Wood and furniture industries	246,4	235,9	243,5	241,7	150
56 Paper and board industries	104,8	122,9	129,4	142,7	150
57 Printing and kindred trades, press, publishing	169,7	206,2	249,1	325,2	375
58 + 59 Other industries ..	142,8	155,0	190,3	238,7	275
61 Land transport	659,5	650,7	709,5	715,7	745
62 River, sea and air transport	126,5	151,1	146,5	150,7	160
71 Commerce in agricultural and food products (wholesale).............	226,9	256,3	280,5	312,8	350
72 Commerce in agricultural and food products (retail)	574,2	595,2	613,5	641,9	690
73 Hotels, sales of drinks.	535,2	512,5	528,0	600,0	700
74 Other wholesale selling	220,3	304,3	356,3	393,4	440
75 Other retail selling ...	644,8	803,7	976,8	1.160,2	1.460
76 + 77 + 79 Miscellaneous commercial, entertainments	223,0	159,0	196,7	236,2	280
78 Banks and insurance	246,1	313,7	415,2	551,1	695
81 Services to companies ..	95,2	151,3	231,3	327,1	460
82 Domestic services	571,7	534,5	492,4	453,8	425
83 Services to private individuals	1.029,0	1.243,6	1.580,0	1.474,2	2.300

91 Water, gas and electricity	138,5	157,1	183,6	203,0	230
92 Broadcasting and radio	248,2	302,6	366,1	400,6	445
93 Public administration	975,7	1.225,7	1.571,5	1.835,5	2.060
94 National defence ...	376,4	372,4	317,9	320,0	320
OVERALL TOTAL OF ACTIVITIES	8.947,5	19.055,5	20.002,2	20.934,0	22.300
Source : INSEE				Thousands	

EDUCATIONAL LEAVE IN ITALY

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I. NATURE, LIMITS AND AIMS OF STUDY LEAVE

A. Preface

The significance of the institution of study leave, the absence of any descriptive definition of its nature, and the aim which a modern society wishes to achieve: these are all concepts which cannot be defined at the start of a study of a social phenomenon, since they are in effect a result, if only an intermediate result, rather than the starting point of an investigation.

To define the concept of study leave with a series of definitions of a preliminary character is to run risk of ignoring, right at the start, the fact that the cultural, social and political contexts in which the institution of study leave emerges are all part of an indissoluble whole. Any definition of this type would be merely a matter of terminology, unless a preliminary analysis is carried out of the background from which and in which occupational instruction and training, and thus the "institution" of study leave, has emerged and become of importance.

Any study therefore involves making as detailed an analysis as is possible of the institution of study leave in Italy with all its many effects on the economic, social and political life of the country; the descriptive part of the investigation will consist of an attempt to incorporate this into an examination of the general picture illustrating the background conditions. The investigation will therefore be developed by "degrees of characterization", moving from the general, through a series of qualifying components and arriving at specific aspects; any attempt to follow an opposite approach, based on logical objections, would completely undermine this cause and effect principle and could lead to erroneous conclusions.

Having established this scheme of logical deduction, we will, in this first part of the study, give a general and overall view of the social context which has given rise to the concept of study leave in Italy.

B. Background factors

Italian society today is the result of a social and political evolution, the pattern of which was determined during the course of the last century. The Italian State is therefore a so-called "young" state, in which the enormous progress made has been superimposed on the characteristic substratum of a conservative and in some respects completely feudal society. The rapid expansion of industrialization which characterized Italian society after the last war has tended to make us forget the deficiencies, shortcomings and restrictions of an economic and social system which has not evolved in parallel with the major successes in the industrial field.

The industrialization of the country has taken place in the northern part and has made use of an enormous reservoir of labour from the south of Italy. The exodus from agricultural activities has made a plentiful supply of labour available on the labour market, totally unskilled, but which can be used in production processes of a non-complex type. We can immediately see, therefore, one of the principal causes for the need for certain types of occupational training: the incorporation of former agricultural workers into the industrial structure of the country. This type of occupational training has taken place, and still takes place, outside the framework of any forme of education of a scholastic type; it is in this particular context that we see the first concrete examples of "study leave", seen as a period of training, undertaken at the expense of the company, to permit the immediate assimilation of the worker into the production process. It is however right to emphasize immediately that this practice has been less general during the fifties and sixties than might have been assumed from what has been said above. Industry has much more frequently has recourse to the idea of an apprenticeship, introducing young men classed as workers into the factory without any training of a preliminary nature. Apart from the cost motive, the institution of apprenticeship has developed in particular in small and medium industry as a result of the old traditions native to Italian society with its identification of labour with craft labour, which is perhaps unique in the world in its "family" and individual character.

This need to provide a minimum trade qualification for the labour force coming from agriculture has been accompanied, especially during the past twenty years, by the rather more general need to supplement all the deficiencies, shortcomings and inadequacies of the Italian educational system. Lack of space dictates that this last statement should be accepted as a fact, a reality which would require too long and complex an analysis of its earlier causes, rooted as they are in questions of a historical, political and social nature. It is sufficient to state here that the lack of vocational training of a scholastic type is the main reason for the general need to provide a minimum qualification for a large part of the active population.

If, as it appears, this statement is true, it is not logically possible to question the need to provide a vocational qualification for individuals who are only potentially capable of undertaking any industrial activity, a necessity which, as we have said, is a characteristic of the industrially and socially less developed countries, countries which have nevertheless set their feet on the road of intensive industrialization, even if in an unbalanced manner. Italy appears, at least among the countries of the Common Market, to show most of these characteristics at the present time. It is in fact a country with an inadequate level of general scholastic education and enormous problems in the "reconversion" of the labour force"; it is furthermore a country with a high rate of industrialization and, as a result, a country which is more conscious than others of the need for occupational training for the working classes.

In addition to these problems of occupational training for the younger groups special mention should be made of the assimilation of adults into the production process, either at the industrial level or in other economic sectors. This problem, a historical heritage from a period which now appears to be past, shows up the absence of compulsory shooling in the past, and, even more, the complete failure to provide a structure which would have ensured for all citizens leaving the educational system some opening into the world of labour together with an adequate basic occupational training, sound vocational guidance and a realistic entry into the productive life of the country.

Up till now this has been restricted to the type of occupational training indispensable for the assimilation of the worker into the labour force in any production sector. On the more general level it is reasonable to say that the institution of study leave has, in general, been introduced against the background of a lack of vocational training of any type. However, study leave is, in this case, the means of achieving a work relationship, the sine qua non without which no work relationship can exist. Although we have confined ourselves in this first part to a general analysis of the problem, it is necessary to emphasize that this type of study leave and the accompanying occupational training, which can by definition be regarded as a specialized form of scholastic education, is filling a real basic need.

There is, however, another type of occupational training, in which study leave is no longer a means of making up a prior deficiency and becomes a means of education and genuine enrichment in a society with a fully evolved production system.

This is the occupational training, given to employees in a production sector and aimed at their "reconversion" always within the general context of the specific activity previously carried out.

Two factors may therefore be regarded as responsible for occupational training of the second type :

- factors related to "reconversion" from one type of industry to another;
- factors intimately connected with the technological development which characterizes and modifies the actual production process.

The first type of factor appears to be related principally to all the structural modifications which have characterized the Italian industrial sector during the past twenty years. The importance of some of the older and traditional industries has decreased in favour of other more technologically advanced sectors. The problems of the textile sector - problems shared with other more industrialized countries - immediately comes to mind; this industry has in recent years suffered a structural crisis which has had adverse effects on previous employment levels. Such sectors, which are generally labour-intensive, present two types of problems: a general slackening in the rate of expansion and a backwardness in the level of automation of the work. It has therefore been found necessary to reduce employment levels, either as a result of the crisis due to an insufficient development of production, or as a result of the introduction of progressively greater automation of production processes. Like the textile industry other industrial sectors, or parts of sectors, have displayed a more or less marked tendency to release some of their labour force on the labour market. There has therefore been the problem of the "reconversion" of this labour force and occupational training has been required in this case in order to place the surplus labour in other sectors. This case is of course clearly different from that described above of the reconversion of those leaving the agricultural sector, or the direct action required in respect of young persons taking their first job, where compulsory shooling has not provided adequate vocational training. In the case of reconversion from one industrial sector to another we are dealing in fact with persons who are already trained and are to some extent accustomed to the rhythm of work of an industrial type. Post-scholastic occupational training in this case consists merely of redirecting the person concerned toward sectors which are similar to their original occupation or at least in the same category from the point of view of the individual services rendered.

The factors intimately linked to technological development give rise to another type of post-scholastic occupational training. The characteristic features of modern industrial companies are the increasing expansion of the old technological sectors and the introduction of advanced technology in the traditional sectors. In both cases it is necessary to keep place, from the occupational point of view, with a rapidly evolving system.

Work experience, which was of great assistance in the age now ending, now appears insufficient to compensate for defiencies due not to the gradual evolution of past production schemes but to the introduction of new techniques. The qualitative growth of production can no longer be expressed in graph form by a continuously rising curve, but necessitates a "stepped" curve, in which each of the steps - not necessarily of equal height - corresponds to an innovation of a technological, organizational or managerial nature. It is this series of breaks with the past - even the recent past - which makes it necessary to put existing occupational training on an adequate basis. This need for updating is found at all professional levels, being equally pressing in the case of executive duties of less complex character, which approximate closely to the functions of planning and management. It should not in fact be forgotten that technological progress has been accompanied by advances in the managerial field, characterized by the introduction of new techniques, such as market research, the use of electronic computers, operational research and work study.

Remembering the statement made above that the need for post-scholastic occupational training, the most effective approach to which appears to be study leave, could result from different causes, it is reasonable to expect this diversity to apply also to the different types of training.

The expression "reconversion" is accepted as meaning the organized passage, viewed from the social, cultural and occupational point of view, from one work sector to another different sector, such as, for example, from the agricultural to the industrial sector or from self-employment to being part of an industrial complex. The same expression is also used to indicate the occupational training required for passing from one part of a sector to another which is unrelated to the former.

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TABLE I - THE VARIOUS FORMS OF OCCUPATIONAL TRAINING RELATED TO THE CAUSES MAKING THEM NECESSARY

Causes present in society	Persons to whom the training is given	Subjects of instruction	Ultimate aim of the training
1. Deficiencies in the educational system	Young persons seeking their first job; illiterate adults	Acquisition of basic knowledge	Introduction into productive activity
2. Exodus from agriculture, exodus from self-employment	Farm workers and craftsmen in search of employment in other sectors	Acquisition of basic knowledge	Reconversion
3. Changes in the structure of industry	Employed workers	Acquisition of additional knowledge	Reconversion and promotion at work
4. Technological and managerial development	Workers and management	Acquisition of new techniques and knowledge	Work improvment and promotion

The expression "improvement at work" or "work promotion", on the other hand, is understood to mean the possibility offered to a worker in active employment of retaining the trade knowledge and ability, previously acquired during compulsory schooling and in his previous employment, while at the same time enlarging them to meet the technical changes required by new technology, with the accompanying possibility of advancement at work and increased remuneration compatible with the organizational structure and economic resources of the country.

Table I summarizes in visual form the various types of occupational training, showing the reasons why they are necessary, the persons to whom they relate, their general aim and the subjects of instruction.

It should be pointed out that the list of causes, to which attention is drawn, is by no means exhaustive, but merely represents a few of the principal factors responsible for the phenomenon. It should be noted in this connection that the first two factors in Table I are characteristic of countries in which there is a deficiency in the educational structure, accompanied by a very abrupt transformation of the productive structure; in practice this is the case in a society which is not yet industrialized such as developing countries which have passed the point of initial inertia and are moving towards full development of the secondary sector. The factors listed under 3 and 4 apply as follows: the first to a society with an industrial structure which no longer corresponds to the requirements of the present time and to the international division of labour, while the second is characteristic of a country at an advanced stage of industrial development, with the production of goods at a high technological level and a very marked innovation rate.

All the factors, summarized in the Table, apply to Italian society. Italy suffers, in fact, from an obvious deficiency in the basic educational system, a very marked exodus of the younger labour force from agriculture, changes in the industrial structure caused by structural crises and finally the promising development of new sectors with a high technological and innovational content.

As regards the subjects of instruction included in the occupational training, these differ according to the factor which has given rise to the need for the particular training. To combat the deficiencies of the educational system, an attempt is made to instil the minimum basic knowledge, sufficient for assimilation of the worker into productive activity; this is done, for example, to facilitate the introduction of the labour force into a different sector (cause 2). Changes in the industrial structure necessitate the imparting not of knowledge of a general character, but of sufficient knowledge to move from one part of a sector to another. Technological development and the new managerial techniques require, on the other hand, a form of occupational training and instruction of a continuing nature, so as to permit the gradual acquisition of new knowledge as it becomes available.

The aim of occupational training ranges from introduction into some form of activity in the national economic life to reconversion from an existing to a new activity; in the case of changes in the industrial structure of the country the aim of the training is represented by a form of reconversion, albeit more limited, and by a form of work improvement in what are regarded as the more mature sectors. In the case of technological and managerial development, however, the object of occupational training is simply that of "work improvement".

C. Definition and concept of study leave

Although the discussion of the more general aspects of the range of vocational training activities has been restricted to the concept of study leave it has ranged through definition and analysis of the subject itself to cover the socio-economic target which is aimed at.

Study leave stands, in relation to the concept of vocational training, neither as a particular aspect which qualifies the general concept, nor as the focal point of a larger and more comprehensive whole. Study leave is not to be seen as a broad qualifying factor in the general post-scholastic training for work, in that it cannot be included in a scheme of vocational training, but is essentially separate from the latter just as an instrument, capable of achieving an end, is separate from the end itself.

Study leave periods are neither more less that those periods granted to employees in order to acquire individual training, and without which their relationship to their relationship to their work would become less effective.

However, the concept needs to be defined in greater detail. On the basis of what has been said above the "historical" function of study leave in Italy is to allow extra-scholastic vocational training with the aim of the better "production" utilisation of the worker; however, in a more comprehensive sense the concept of study leave should be extended to include all forms of "authorized absenteeism" intended to enable the worker to enrich his knowledge in any cultural field he may desire. The distinction between the two forms of leave is fundamental: there is a substantial difference, for example, between leave of absence granted for the reconversion of the labour force and leave granted to facilitate the acquisition of a certificate of study in a discipline having nothing to do with the actual work carried out within the organization.
We shall see more clearly below that the two types of leave are distinct in all the more important qualifying aspects: cause, commitment of the interested parties, and aim. At this point it is important to emphasize their diverse nature. Study leave in the strict sense appears to link up conceptually with the idea of cultural training in the wider sense, the aim of which is not necessarily, or not solely, increased production. The other forms of study leave, in particular at the industrial level, provide for a repetition of certain phases of production enabling a type of work to be carried out which is similar to that carried out within the framework of the system of the organization: in principle they can be applied, but with suitable provisos, to the concept of apprenticeship. The concrete differences between the two types of the same institution of study leave has led to a different attitude to them under the present conditions of Italian society.

"Productive" leave is favoured by companies (large-scale organizations) being regarded as a form of investment; leave for more generally cultural purpose is regarded less favourably, since it often does not generate direct advantages at company level. We shall deal later in greater detail with this problem, which has received little attention, and also in relation to the policies of the political bodies and trade unions; it is sufficient at this point to emphasize the basic difference between the two types of leave, in order to avoid fundamental misunderstandings.

D. General aims

Periods of study leave do not have one single aim, but have a wide range of objectives, depending on the multiple factors involved and the large number of interested parties.

The absence of occupational training, analysed above, has been the factor which is responsible for most study leave periods, the aim of which is to permit the assimilation (or better assimilation) of the worker into the economic life of the country.

The wish to raise the level of culture, at least insofar as this has no direct repercussions on the work aspect, gives rise to a type of study leave having an aim which is necessarily more difficult to quantify in terms of production.

The two types of factor responsible are viewed differently by the parties concerned, of which there are, in principle, three: the constituted political power (the State in the broad sense), the production organization and the employed worker. We shall examine the three parties separately and analyse the ends which each of them is pursuing in relation to the causes in question.

The employed worker in applying for study leave has a very wide range of objectives, depending on his individual aspirations and needs.

His application will be oriented toward a study leave, able to enhance his vocational training in the case where he is to find employment in a new production sector, start on a particular type of activity or acquire a new technique; his application will be oriented toward a purely cultural type of study of leave if his aim is not (or not solely) related to production.

The company makes use of study leave either spontaneously or when forced to do so by other parties (workers, trade unions, political authorities); in the first case it implements study leave with an economic or production aim (reorganization of the organizational structure, technological and managerial development, etc.), whilst in the second case it is constrained to pursue an end which will frequently turn out not to be of economic advantage to the organization itself.

The political powers pursue a wider range of objectives, including the social, cultural, economic and political aspects. The aims are social and political when study leave is a means of making good structural shortcomings in the life of the country within the framework of a policy of quantitative and qualitative maximization of employment, subject the basic policy aim pursued. The cultural aim fits into the context of the wider obligation of the political powers to ensure a general rise in the standard of living of the country in accordance with the dictates of the Constitution. The economic aim has two aspects: a general aspect, affecting the economy of the country as a whole, and a more direct aspect where the State plays its part as an employer of labour (policy of State participation); in the latter case the differences between the ends pursued by the State as an employer of labour and the ends pursued by the manufacturing interests disappear virtually completely. This happens in a type of society - like the Italian - which is capitalist in nature with the coexistence of two forms of enterprise, the one private and the other public, and where the aims of both forms are economic in character.

In conclusion, therefore, it may be said that the aims of study leave are related to the shortcomings which have given study leave its raison d'être. In a society with a harmonious distribution of the labour force and an efficient educational system the need is for further cultural and vocational training in relation to technological developments and the structural dynamics of the production system. On the other hand, in a society of the "underdeveloped" type the aim of the study leave system is to introduce into the labour force workers who have been made redundant by sectors in a state of crisis and young persons in search of their first employment.

In Italy, as emphasized above, we have a composite situation in which the caracteristics of both types of society coexist: the need for study leave is in consequence very strongly felt by all forces in the country.

E. Limits to the extension and applicability of study leave

Study leave represents, for Italian industry, an effective means of achieving a policy of the so-called work advancement. Study leave is used, however, as we have seen, to make up shortcomings and deficiencies of various types, one particular deficiency being training for assimilation into industry, which is outside the precise limits of the cultural and training category.

Leaving aside all the shortcomings at present in existence in Italy in both school and vocational education we would like, at this point, to place particular emphasis on the institution of study leave as a means of remedying all outstanding deficiencies of the educational system.

In Italy vocational training is very often not integrated into but added on to school education. In contrast of the traditional functions ascribed in more advanced societies to study leave there is a tendency in Italy for study leave to be used to provide that type of education which the educational system is not in a position to offer.

The limited penetration of the study leave system is principally due to the lack of precise objectives which have been ascribed to it: the very multiplicity of the shortcomings which it is intended to remedy constitute the greatest obstacle in the way of the development of a harmonious study leave policy. This state of affairs reflects at least in part - from the capitalist and production point of view - the resistance on the part of company itself cannot drive advantages, at least of a direct nature. In other words study leave will have to lose its partial function of a substitute for school and be diverted back to its more natural channel if it is to serve better the purposes for which it is intended. To achieve this will require a far-reaching reform of the traditional education system in Italy, a system which should be sufficient by itself to facilitate the assimilation of a person into the productive life of the country.

We do not mean by this that we should oppose study leave where it is aimed at raising the general level of culture: however, when faced with a series of deficiencies which cannot be made good simultaneously we do say that it is necessary to make a choice of priorities, and that the lack of cultural development should be remedied in the proper place, namely in the school.

II. LEGAL BASIS

The legal basis for cultural leave is the employment contract, the result of a bilateral legal negotiation in which the wishes of the different parties are expressed, giving rise to a "single entity" having the force of law, in the same way as all obligations which are contrary to the law.

However, in connection with the option or ability to interrupt relations between employer and employee, and also those of the employment contract, we would like to draw attention to two articles of the Italian Constitution, which provide a stable and overall frame of reference.

Article 3, Clause II: "It is the duty of the Republic to remove those obstacles .... which prevent the full development of the human personality and the effective participation of all workers in the political, economical and social organization of the Country".

Article 34: "The school is open to all .... Capable and deserving persons have the right to reach the highest grade in their studies".

These are two measures, necessarily of a general character, which define "from above" a public obligation to promote the achievement of a more equitable social situation. Clause II of Article 34, in particular, makes clear the precise right of citizens to any form of cultural training which they **wish** to pursue.

It can therefore be stated that the dictates of the Constitution and the measures of a general character together form a framework in which the right to professional training, and in particular to periods of study leave, have a valid and legal basis.

The measures and the contracts of a particular character supplement this point and specify the relative rights of those concerned.

In the case of paid study leave, on the other hand, direct reference must be made, although within the legal framework given above, to the national collective contracts and integrated contracts of the company.

A measure having general application in Italy is Article 10 of the Workers' Statute (Statuto dei Lavoratori) (Law of 20 May 1970, No 300), in which the principle is laid down that: "Worker students, who are registered for and attend regular courses of study in State schools giving primary, secondary and vocational training and which are approved, legally recognized or empowered to issue legal certificates of study, have the right to work shifts which facilitate their attendance on the courses and their preparation for examinations, and are not obliged to work overtime or during week-ends.

"Worker students, including those on university courses, who are obliged to sit examinations, have the right to daily paid leave.

"The employer may require the production of the necessary certificates, justifying the exercise of the rights referred to in the first and second paragraphs".

III. TYPES OF OCCUPATIONAL TRAINING

A. General

The quite separate aims pursued by modern society by means of the different forms of occupational instruction enable a fairly clear distinction to be made between the different types of training.

Reconversion and improvement courses are two measures aimed at overcoming existing deficiencies. This can apply also to the separate factors which arise "upstream" of any vocational training institute; such factors are, for example, the absence of an up-to-date educational system, the exodus from agriculture, structural changes in production sectors, or technological and managerial developments.

These distinctions have already been illustrated above; from the point of view of the person for whom the training activity is intended a further refinement can be introduced by taking into account not so much the field of activity but the age of the persons concerned. The separation of workers into adults and young persons provides a satisfactory criterion of the different forms of professional instruction and relates not so much to the physical age of the persons concerned, regarded as an item of objective data, as their age as an indicator of educational status.

The shortcomings of the existing educational system have been fairly fully dealt with here in regard to the professional training of young workers, whilst structural changes in the production system and technological development govern the forms of instruction for adult workers.

B. Training of adult workers

One of the measures largely used today to provide qualifications and to improve industrial competence at work is that which is currently known as "accelerated occupational training of adults". This appears to form a necessary point of departure for those who, at a young age, have received neither sufficient general education nor vocational training.

The programme normally includes five phases: definition of the trade with an analysis of the relevant tasks, work analysis, reclassification and synthesis as a function of the educational requirements, definition of the difficulties to be overcome, and drawing up of the programme. After a programme has been defined, it is generally implemented in four periods:

1. Pretraining. The educational principle, which is at the heart of every method, is that the pupil should not be presented with more than one difficulty at a time, in progressive sequence, so that the assigned tasks are always commensurate with the effective capacity of the pupil; it is not possible, therefore, to start the training with an actual professional operation, since even the most simple of these present a number of difficulties which have to be overcome simultaneously.

2. Training. This constitues the central core of the programme, with a range of successive occupational exercises in increasing order of difficulty.

3. Synthesis exercises. These tests prepare the pupil for the final examinations and at the same time incorporate into the work the idea of output, with the aim of obtaining at the end of the course a level of production, equivalent to 75 % of that of a qualified operative with work experience.

4. Application work. In this phase the attempt is made to facilitate the transition of the pupil from the training environment to that of production, inviting them to undertake work no longer as a form of learning, but on an independent basis.

In regard to the recruitment, selection and admission of candidates, practice varies very much from case to case according to the bodies charged with the execution of these tasks. The admission policy not only varies from one company to another, but is also subject to rapid changes within the same company resulting from general changes in the labour market.

C. Training of young workers

In this connection we have to draw attention once again to the shortcomings of the existing educational system and, in consequence, to its "natural" inability to prepare the young for direct assimilation into the productive system.

This question does not, however, fall specifically within the framework of this study, which is more concerned with the relation between school and vocational instruction and with the consequent need to find a point of continuous "transition" from one to the other.

It has suggested in many quarters that the school leaving age should be compulsorily raised to 16; it may be pointed out in this connection that the raising of the leaving age to 16 will still mean that it is difficult to incorporate into the curriculum the required basic vocational training, and it will not be possible to avoid this transition for those who, after completing their compulsory schooling, wish to start work rather than continue with their studies.

This is because, on the one hand, compulsory schooling completes the general training of all the new generations, whilst on the other hand it has to be borne in mind that the content of this education cannot on any hypothesis be regarded as a substitute for a real and appropriate basic professional training; this is not so much due to the form taken by school studies, but rather to the existence of a fundamental gap in respect of the world of labour. This latter is a specific function and an indispensable base - with its own objectives in terms of orientation and preparation - for the subsequent contribution made by training at work. In essence the imprementation of compulsory schooling to 16, with its unlikely completeness in terms of extent, generalized application and content, would have the effect of postponing and possibly reducing the duration of the indispensable transition phase, which consists of the basic vocational training for citizens who are intended to undertake a practical activity immediately after leaving school, whilst not eliminating it.

The internal dispute regarding the relation between school and vocational training, whether in respect of the actual leaving age or to its extension enables us, after analysis in relation to the labour force, to specify a number of essential transitional links. Optimal functioning and extension of the system of training should cover three aspects in particular:

- general education,
- basic occupational training (vocational training),
- subsequent occupational training (assimilation training, specialization, updating, requalification, upgrading).

It is evident that, in the Italian situation, only a similar sequence of objectives can offer prospects of success in relation to the young, who continue to enter the professional system. The effective problem remains, however, that of the objective to be pursued by the occupational training system, since an answer which is not evasive is necessary in respect of the existence of training for the adult labour force already introduced into production processes or to be introduced in the near future before the effective functioning of an integrated system. Quite apart from the more characteristic and appropriate functions of an occupational training system as referred to above it will in fact be necessary to intervene in an extensive way in order to ensure for the great majority of citizens, who are adult workers, the opportunity which circumstances and the level of economic and social development of the country has so far denied them.

D. Type of occupational training in various production sectors.

It is in the industrial sector that the most profound approach has been made to the problem of advanced occupational training and the inservice training of the labour force. Even so it cannot be said that a sufficiently complete and developed stage has been reached in the sector. Important experiments resulting in concrete achievements have been carried out in various directions, in particular with respect to the rapid achievements of proficiency and the advancement of foremen. There is still, however, a general lack of broad training activities, aimed at specialization and updating of workers' proficiency and the finding of teaching formulae capable of meeting the new situation and the new requirements. Although, therefore, the labour force employed in the industrial sector has a characteristically higher level of basic education, and there is a greater permanency of employment in the sector, the organized promotional activities do not appear always to pay sufficient attention to the highly dynamic nature which is typical of industrial labour market is beginning to reach exhaustion as a result of the absorption of the available potential, at least in certain parts of the country. The logic of inservice training processes in industry, which has been fundamentally tied to purely accelerated training courses, has become typical of a phase of Italian society in which the expansion processes of the economy have continued to be supplied on the basis of a virtually inexhaustable resource, namely labour.

In this connection it appears essential that continuing educational and in-service training courses in industry should from now on take into account the modified situation and in consequence plan for a more functional handling of the human factor within the framework of the production processes.

Systematic activity aimed at the reassimilation, qualification and raising of the potential of existing employed labour is being carried out exclusively within industrial companies, and there only on a certain scale. In-service training courses within the framework of the industrial sector also exist in smaller compagnies but, with the exception of the craft industries in the strict sense which have their own characteristics and scales of training, these represent indirectly achieved results rather than coherently programmed measures aimed at producing effects of this type.

The procedure which is most clearly directed towards obtaining training results is the systematic transfer of personnel from simple to more complex operations, virtually no attention is yet paid in the preparation of production plans to the provision of training. Even in cases of training activity, directly programmed and aimed at achieving the object referred to above, it is still possible to find very specific limits prescribed; the training is almost always confined to the pursuit of a single limited and circumscribed aim such as reconversion, qualification or specialization with a view to guaranteeing the achievement of precise production objectives; it is rare for a precise training programme to be included in the framework of active, programmed and planned administration of the labour force.

The volume of specific training activity in other production sectors is extremely limited. In fact it is not exaggerating to state that initiation, qualification, specialization and reconversion are the only spontaneous training activities undertaken in agriculture and commerce, whilst a clearly defined complex of training activity is only found in a small part of the industrial services.

The modification of the occupational structure, introduced during the past fifteen years, may therefore be regarded as a largely spontaneous process, imposed by the development of the production situation and background, but scarcely directed or programmed. In the absence of measures by the public authorities we find a considerable amount of private activity, highly empirical, limited in its effect and of brief duration. Although there are in fact leading companies in which about a quarter of the employees are covered each year by training measures of varying intensity, duration and level, the mean figure in the industrial sector does not exceed 2 - 3 % p.a. in large and medium companies. A reasonable level of training activity may be taken as that achieved in undertakings with public participation, where it is estimated that about 8 - 10 % of the employees take part annually in some training activity. These figures relate, furthermore, to a very small proportion of the labour force, in practice not more than 1,200,000 employees, employed in industrial companies with a work force of more than 500. Although the statistics are partial and fragmentary it can nevertheless be estimated that only about 0,5 % of the active labour force is reached every year by any form of in-service training.

We have, therefore, in the industrial sector a situation of double imbalance in that a very small proportion of the overall labour force is affected each year by training processes, and that this proportion is furthermore highly concentrated in a restricted zone of industry.

In the case of the agricultural sectors, the occupational training structures appear to be insufficient to meet existing problems, even more so in the light of the likely dynamic evolution of the sector, in the course of the next decade. As regards the poor results obtained from the existing training apparatus, the latter is exhibiting a very clear tendency to crystallize into a formula of a scholastic type which is no longer appropriate for dealing successfully with the labour force which is still engaged in Italian agriculture today.

One primary fact that should not be overlooked is that the agricultural working population includes a high proportion of self-employed workers (about a million and a half); this is a category which is subject to a progressive decrease and is likely to see in the near future a reduction in its own workers. This is an occupational category, moreover, which is of a type requiring an entirely specific type of assistance in the form of in-service training. However the technical assistance intended for this group does not today touch more than a small fraction of them, whereas the most effective formula possible is required to guarantee their recovery and an improvement of their standards.

The other characteristic dimension is represented by the high incidence of employees with an extremely low level of literacy, below or, at the most, equal to elementary school level. This is a characteristic which dictates that any vocational training courses in agriculture must have a profound and extensive basis, but it is also a field in which existing training measures very rarely appear to operate, being in general concerned with a simple and limited technical and manual training and without the capacity and originality to incorporate specific training processes into an overall framework of improvement measures for the labour force.

These two essential characteristics have to be viewed against a dynamic background in which the predominant factor is the constant and progressive reduction of the labour force in agriculture at a rate which varies between 200,000 and 250,000 units per year. The majority of these workers are simply and solely leaving the active labour force for either natural or economic reasons. There are, nevertheless, about 100,000 persons who, outside any organized process, are spontaneously moving from activities in the primary to the secondary and tertiary sectors.

This does not take into account the far from negligible proportion of agricultural workers (in particular women and helpers) who, although temporarily not in active employment, end up after a few years by re-entering the labour market, but certainly not in the primary sector. Merely as a guide this category may be estimed as from 20,000 to 30,000 units per year on average.

The conclusion may be drawn from the above data that the objectives of occupational in-service training in the primary sector will tend to very considerably with time. There will in fact be a number of years, probably a further ten years, during which the spontaneous or induced exodus from agriculture will continue to occur at the rates set out above; during this period the rate of agricultural activity in Italy may fall to below 10 % which is assumed to be the stabilization level. The training resources in the sector will need, during this period, to face two types of problem:

- the organization of a complex of training activities, ranging from assimilation training to specialist training, in order to raise the standard of the labour force intending to remain in agriculture;
- the organization of rehabilitation processes, ranging from basic literacy courses to the requalification indispensable for the great mass of operatives intending to change their sector of activity during the course of the next ten years.

In conclusion the dynamics of the whole sector require a programme of measures, clearly oriented in the direction of multiple action, including rehabilitation measures and technical assistance, which will not at the same time upset the stable equilibrium by creating institutionalized structures out of proportion to the probable volume of activity likely to apply in the future in the agricultural sector.

IV. TRAINING PROGRAMMES

A. Content of training programmes

From the point of view of programme content it is extremely difficult to present a complete and exhaustive summary of the situation in Italy. In view of the shortcomings of the basis education system and the State activities in this field, each production sector (and within this framework each large production unit) has organized a complex of training activities. The industrial sector is very much in the vanguard in the field of occupational training.

Since we cannot present a complete picture we shall attempt to give the more important and significant examples by selecting those production sectors in which greatest recourse has been had to occupational training activities. It is, however, necessary to make a series of successive distinctions. Remembering what was said in the first part of this study we have to make a distinction between the various types of industrial training according to the objectives pursued. We shall therefore examine in this connection qualification training, industrial assimilation training, promotion and work advancement processes and reconversion training.

1. Qualifications and specialist training in industry and industrial services. Rapid qualification training in the engineering industry

Since with the impossibility of obtaining skilled labour on the outside market, a number of large industrial complexes in Nothern Italy have organized, within the structure of the organization, training courses capable of providing newly recruited young workers with an adequate qualification within the shortest possible space of time. Such training activities, known as "rapid professional training courses", are intended to prepare the newly recruited worker by means of a rapid and practical training in conjunction with brief theoretical instruction. The students then become contractual employees at the conclusion of the course.

The first two weeks of the course are, in general, reserved for a process of vocational orientation, in which the students are passed in rotation through various operational sectors (machine tools, fitting, carpentry, etc.), in order to assess their attitudes and capacity in each field.

On the conclusion of this orientation period and after evaluation of the data the workers are finally assigned to the various specialist sections, depending on the current requirements of the sections in question.

The theoretical part of the course covers eight hours per week, during which not only material specific to the various qualifications is covered but also material of a more general character. The practical part is carried out entirely in the workshop, and covers all the simpler operations which are carried out in the section to which the worker is intended to go. On conclusion of the course the training centre passes to the workshop to which the worker is to be posted the personal assessment in respect of each individual suitable student. The percentage of students who do not reach the final required level on the course varies around 3 %.

Assimilation of operatives into the electrical industry

The objectives of these courses vary according to the intended functions of the student:

- in the case of operatives intended for the assembly of mechanical products, the course covers a knowledge of the tools to be used and the relevant terminology, plus adequate manual dexterity;
- in the case of operatives intended for general duties in the workshop a knowledge of the simpler instruments and their names is required;
- finally for operatives intended to work on the assembly of electronic products the requirement is for a knowledge of the instruments to be used, the various types of soldering and the ability to assemble components on the board.

For the assimilation of qualified operatives there is a course for each type of qualification:

- qualification as assembly line workers: the principle of the course is to introduce those newly taken on as repair workers on the test or pilot line, which is concerned with the diagnosis of faults on the assembly line in order to eliminate the causes; the subjects covered are mechanical technology, the structure of the products, the organization of the company and quality control;
- qualification as mechanic: the participants undergo preparation on specific lists of equipment, structures, tools and prototypes; the subjects dealt with in detail relate to mechanical technology, operating machine tools, numerical control and production organization;
- qualification as electronic workers: instruction is given here on the repair and testing of electronic products and the construction of prototypes; the content of the course covers semiconductors, digital circuits, fault finding and the repair of standard circuits in the production range of the company.

Assimilation of intermediate grades

In this case the school is often regarded as more suited to provide the basic preparation, so that the measures taken assume here the character of a true and specific assimilation training. The assimilation procedure for holders of diplomas from technical institutes varies according to the diploma held:

- skilled mechanics: the study programmes cover company organization, statistical and quality control, the technological process, work cycles, information processing systems and electronics;
- skilled electronic specialists: the aims of this course are the acquisition of knowledge on electronic instrumentation and the basic concepts of digital and logical electronic systems. The subjects taught cover semiconductors, logical and switching circuits, integrated circuits and the logic of digital circuits.

Apart from these two specific cases, the assimilation training of intermediate technical grades in the labour force falls into different categories, which can be reduced to three fundamental types:

a) Professional (or type) assimilation: this is the form most widely used in large industrial companies since it meets the requirement of supplementing the existing professional-technical background, imparting that further scientific and technical knowledge on which the production process of the undertaking is based, and providing the necessary information for a general understanding of the life of the company.

b) Assimilation at company level: this type of assimilation is at present being tried out by a large metallurgical centre which has drawn up the programme to fit the particular type of operator required by the technology of the sector. The organization of a metallurgical centre is in fact one which brings into the foreground the problems relating to the human factor; in view of this the programme makes no provision for dealing with scientific or technical arguments, but covers only the human problems involved in industrial work.

c) Specialist assimilation: this is a particular type of assimilation training, in which the aim is not only to raise to a higher level the knowledge of the diploma holder and to provide him with the necessary information so that he can fit into the life of the undertaking, but to impart an organic structure of new knowledge required for performance of the specific function in a particular department of the company.

2. Courses for upgrading and work advancement

Updating of foremen

The training procedure is in general standardized in two forms, provision being made either for a cyclic or a continuous activity.

Cyclic activity. The training is organized in cycles, being given at intervals of time, but very intensively within each cycle.

Continuous activity. In this case the training is a permanent activity, but takes place at a slower rhythm. This type of activity has the advantage of making the training activity appear of something normal which is related to the problems of the work.

Specialization of skilled workers

Specialization at work normally relates to extremely accurate processes, which are circumscribed in time and directly associated with technological modifications in the production processes. This is particularly true at operator level, at least in the more advanced sectors of the industry.

A typical example of the specialization of a skilled trade is provided by the introduction of numerical control machines. A company interested in this fields has instituted full-time courses of one month's duration for operatives with experience of the work, in order to enable them to operate numerical control machines; the curriculum of the course is divided up into mechanical technology, reading drawings, the structure of numerical control machines, elements of programming, handling punched strip tabulators and the organization of production.

Specialization in time and method study

For production workers with industrial experience in this specific fields short specialist courses have been organized by a training institution, covering the various functions of the analyst:

a) Course for time and motion study analysts: the course imparts to the participants a particularly analytical approach, designed to solve problems inherent in the functional concept of work and tool positions; the same technique provides predetermined time standards of an objective type.

b) Course for standard time analysts: the aim of this course is to make the principles of work study economically applicable to undertakings with small runs or unit batch production. The course enables the participants to determine the optimal conditions for the use of operational resources, to measure non-repetitive work and to devize suitable methods for the control and motivation of labour.

3. Reconversion processes

Returning to the concepts considered in the first part of this study it will be recalled that reconversion, from the point of view of the need to adjust people to the structural changes of society, is still mainly concerned with ex-workers from agriculture. Unfortunately in the past the transition from an agricultural to some other activity has been made without any special preparation and without taking into account the very low level of occupational knowledge which the former agricultural worker is able, at least in the initial stages, to call on. The negative results of this state of affairs have proved extremely worrying. In mass production industry ordinary workers, largely drawn from agriculture, have normally been employed on work of a standardized and repetititive type, which requires not so much technical capacity as basic understanding which is capable of assimilating patterns of industrial conduct and which can therefore react favourably to the whole group of relations and problems which industrial work presents. It is well know, however, that the majority of the labour force available at this level is made up of individuals who, in view of their origin, have not only failed to fit into this type of industrial work, but have not even succeeded in integrating themselves into the context of urban life. Faced with this state of affairs, the only valid approach to a solution consists in "courses of cultural enrichment". At the present time these courses have a duration of about three months. An attempt is made in their curriculum to integrate the socio-cultural elements with extended work activity in the organization; this form of interpenetration has been achieved by inserting between the initial and final phase of the course (the first and third months respectively) a period of company training which continues throughout the second month. The new intake is thus given the opportunity of understanding, on a trial basis, the significance of the work which he will be called on to carry out and personally experience, at some point, all the more critical aspects which can then be raised in concrete form in the group discussions held during the final phase of the course.

In the case of the industrial sector the problems to be solved obviously vary widely: the skilled workers already have a general idea of industrial activity, although they lack the specific aptitudes required for the performance of particular duties. The requalification process should not, however, be reduced purely and simply to instruction in carrying out a new function, which would be a waste of the aptitudes acquired in the previous work position. In very few activities, however, is any attempt made to capitalize on the experience acquired by converting it into new occupational skills. An even more extensive requalification is required for operatives, made redundant by technological changes, who are to be employed in trades requiring higher qualifications. A number of recent measures, undertaken within a training structure closely linked with industry, have involved the retraining of a group of unemployed operatives, aged between 21 and 26, for employment as machine tool operatives. The 900 hours of the course are divided between one-third theoretical instruction and two-thirds practical work, the latter being again subdivised into vocational orientation and specific training.

In other case in an electro-technical company the training courses are aimed at converting operatives on a mechanical product assembly line into repairers. The instruction therefore included mechanical engineering, the organization of production, technology and assembly techniques.

B. Duration of the training course

The duration of training courses depends primarily on the circumstances which have made the training necessary. Where the reasons aims to be achieved and the basic level of education of the workers concerned.

Referring back to the division into three types as given above we find once again the following types of occupation training:

- Qualification and assimilation into industry and industrial services.

  In the case of courses subsidized by the State through the Ministry of Labour there is, first of all, a group of vocational educational activities directed at young persons between 15 and 16 years old so as to enable them to acquire a complete vocational training: the duration of the training is, on average, two years and including 3,500 instructional hours. In the most advanced of these experiments six months are devoted to vocational orientation, ten months to basic training and four months to specific training.

Other assimilation courses, directed from the start to a single production sector, may vary considerably in duration but in general this is between 300 and 1,500 hours.

- Courses for promotion and work advancement

In the case of the updating of foremen the cyclic activity generally includes very short courses (1 - 2 weeks); the continuous activity, on the other hand, is a form of further education and it is not therefore correct to speak of the duration of the courses.

The duration of the training courses for skilled workers is generally 7 - 8 weeks. For time and methods analysts it is 4 - 5 weeks.

- Reconversion courses

The cultural enrichment courses for the assimilation of former agricultural workers into other sectors normally have a duration of three months.

In industry the duration of the courses varies from 200 hours to 8 months in cases of total reconversion.

C. Type of qualification

In Italy occupational training is provided by the State through the appropriate bodies, or by private or State participation companies by means of institutes and schools set up for this purpose.

In other cases, generally on conclusion of the courses and after passing intermediate and final examinations, a single certificate is issued as evidence that the student has passed the course and met the assessment standards. The problem therefore, at least in Italy, is not whether or not a certificate is issued at the end of the course, but how to evaluate the objective validity of the certificate itself.

It is necessary in this connection to make a number of fundamental distinctions, remembering always that the participants on the courses are employed workers. This status means that the certificate has no value in relation to the student's legal expectation of obtaining a position at work in those cases where the courses are attended with a view to obtaining promotion or a qualification within a company.

In the case of temporarily unemployed workers the certificate of attendance and successful completion of the course may have some independent value, depending on the body responsible for the course (the State or the company), and according to the previously expressed intentions of that body.

In the case of assimilation courses for young workers because of the total lenghth of the course (two years) these workers are taken on by the company on a fixed period contract covering the entire duration of the course. The final certificate is not therefore, at least in theory, sufficient or itself to create a subjective right to a position at work.

Within a company these certificates may constitute a preferential title or a direct condition without which higher qualifications cannot be obtained.

It can be seen therefore that in Italy the legal value of these certificates of attendance and proficiency depends, to a large extent, on the intentions of the body which is making use or may use of the services of the workers in question. An important part may also be played in this connection by trade union contracts, both collective and specific agreements with the company; in this case the certificate may assume the form of an obligation arising out of a bilateral legal negociation.

V. EDUCATIONAL INSTITUTES

We have seen, in the first part of the study, that the necessity in Italy for the vocational training of employed workers is due to a multiplicity of reasons, some of which are characteristic of industrialised communities and others of developing countries. The causes are therefore heterogeneous, complex and multiple, brought about by historical reasons and problems necessitating structural changes even on a world-wide level.

Faced by these innumerable problems there are forces at work to overcome the present deficiencies, giving rise to various activities which are, in turn, motivated by reasons of the most varied kinds.

A complete case study of the institutes or bodies in general which provide vocational training is not therefore possible; in fact, in addition to the State, a large number of private bodies are active on their own account or in conjunction with associates.

In an attempt to be as methodical as possible, we find, first at all, the State which organizes vocational training courses for employed workers through the relevant ministries (in general the Ministries of Agriculture and Labour). The private bodies either act on their own account or, more often, in association, usually depending on their size. Bodies with State participation have appropriate institutes. Separate ones for workers and white-collar workers, with the particular objective of advancement at work.

It is possible to maintain that private action is almost entirely devoted to satisfying its own needs both in the case of inducting labour and for advancement and re-training.

State bodies are concerned (or should be concerned) mainly with vocational training at the scholastic level, and action by these bodies is totally lacking, at least at the operative level, in the area of vocational training for employed workers.

The teaching staff tend, in general, to be qualified in other fields. The link binding them to the institute is often that of a permanent appointment; in many cases they are brought in for specific courses and paid by the hour or by contract (this formula generally applies to lecturers at the university level).

The financing of these institutes varies with their nature. Where they are answerable to a company there may be at least a State contribution (depending on the nature, subject and motives for holding the course); otherwise the company alone procides the funds.

IFAP (Institute for Vocational Training and Instruction), the training school for wage earners of the IRI group, is legally established as a properly constituted company, the shareholders of which are the finance companies of the group itself (Finmeccanica, Fincantieri, Finmare, Finsider, INSTAT and the IRI itself).

ANCIFAP has been established in similar fashion for the training of manual workers.

If IRI send their own employees on a course to IFAP or ANCIFAP, they pay the rates laid down for each item of instruction, except that major charges are borne pro rata by the participating shareholders.

VI. CONDITIONS GOVERNING STUDY LEAVE

Study leave means, essentially, that the employed worker has the opportunity to acquire his occupational training during an interruption of his normal working hours. In consequence, as we have seen at considerable lenght in the first part of the study, study leave is only one of the means by which occupational training can be obtained. No further details need be given here. The implementation of all the occupational training activities, organized by the employer, is made possible either by a series of interruptions of work, or else forms the normal activity of the employee over a fairly long period. In such a case it is not strictly correct to speak of study leave; this term should therefore have a very precise significance and refer to cases in which the worker voluntarily undergoes courses of instruction or occupational training (for example workers who attend evening classes or classes at the university itself). However the spirit and, in particular, the curriculum of the study relate to occupational training as a whole, without restriction as to type.

When speaking of the conditions which the worker has to fulfil to be granted study leave, therefore, we shall take into account only that part of cultural education of scholastic type which the worker undertakes for personal reasons. This does not mean that occupational training is not important, but merely that it is only one aspect, and not the most important, of the problem.

This clarification appears essential in view of a certain confusion of concepts which, at least in the situation in Italy, appears to exist in the scheme of arranged work.

As a result it is only in the case of voluntary cultural education that it is right to speak of conditions for authorization of study leave. In this connection great progress has been made in Italy with the collective contracts, agreed during the past two years, and with the Workers' Charter. Worker student are, in general, allowed a variable number of hours and the undertaking frequently contributes (in whole or in part) to the purchasing of study textbooks, payment of the fees and other charges; in exchange the achievement of certain fixed minimum levels is expected.

The status of worker student may also affect the work timetable from the point of view of shifts, with certain exceptions being allowed in respect of particular shifts.

The obtaining of study certificates may give rise to promotion to a higher grade: this will be the case where the certificate has legal validity or is considered adequate by the employer and, in both cases, if an agreement is included in the collective work contract or in that of the company.

In some contracts the status of worker students gives an entitlement, on application, to a waiting period without pay, during which the position, functions and qualification are retained.

VII. PLANNED AND FUTURE MEASURES

The system of occupational training at work, which applies in Italy today, only satisfies to a very partial extent the requirements of society.

There is no doubt that in recent years the economic demand, whether explicit or implicit, for occupational training has spread throughout the country, while the social demand for such training is even more widespread.

Three factors are simultaneously responsible for this, namely:

- the accelerated economic development, which has given rise to and resulted in rapid changes in the technological and organizational aspects of the production apparatus;
- the appearance of a more highly developed civil awareness which, as both the cause and as the result of the social changes occuring in the country, has led to greater and more frequent movement and promotion on the part of the labour force;
- the definite saturation of the labour market which, in conjunction with the above factors, has caused specific bottlenecks and has required very difficult courses of accelerated qualification.

The growing demand for training, qualifications and occupational upgrading is not an isolated factor; growing requirements have also made themselves felt, mainly in those processes - such as updating, requalification assimilated into the production processes.

Faced with this expansion, the institutional system has nevertheless continued to place maximum emphasis on its own former policy, directed towards the training of young persons and the restoration of proper schooling and virtually completely disregarding any measures intended for adults.

The spontaneous system of training at work, although significant proposals have been put forward, has not yet passed the stage of absolutely marginal measures. It is customary to say that, during the past decade, the "work side" has been responsible for the qualification and upgrading of more persons that the "educational apparatus" and in fact some estimates indicate that between a quarter and two-fifths of the operatives have obtained training and qualifications at various levels at work. However, when we come to examine in detail the nature, content and substance of these spontaneous processes we cannot but see how marginal the results are in relation to the social dynamics of the labour force and the demand for training deriving therefrom.

The national economic programme for 1973/1975 takes note of the existing short comings in the field of vocational training and maps out a policy of measures on two levels: in the field of assimilation training and in that of requalification.

In regard to the assimilation of young persons in the field of production, an outline law is planned which is intended to eliminate gradually the disadvantages arising out of the present regulation on apprenticeship. In future the higher educational level of the new work intake should require specific preparation, by means of apprenticeship, of only limited duration, for example not more than one year for persons without a professional qualification and not more than six months for persons with a basic qualification. For the craft industries this law will provide a system of learning at work by means of an apprenticeship under instruction of fairly long duration, normally not exceeding two years.

At the present time the facilities granted to undertakings which employ apprentices, and the well know low wages of the latter, have favoured the spread of this type of work relation, in which young workers receive a low wage without, however, acquiring an adequate professional preparation in most cases, in view of this state of affairs, the law on vocational training, whilst effecting the gradual supersession of apprenticeship, will return to collective contracts for defining the salary levels and for laying down the extent and duration of the facilities granted to companies which avail themselves of the services of young workers in their first employment.

A transfer decree in regard to artisan and occupational instruction enables application to be made to the regions in respect of the training activity given in professional training centres (in an outside companies). In particular a multiple qualification may be obtained by means of short courses, especially if further recurrent training periods can be organized, whether in alternation or in conjunction with the work activity.

Special provisions are planned for the critical sectors in order to provide a new qualification for personnel who are not in a position to make use of their present qualification and so as to meet the difficulty experienced by workers in cases of technological innovation or productive reconversion and, in particular, to avoid redundancies and unemployment. In this connection all medium and large companies are required to notify the competent State authorities in good time of decision relating to modernization and reorganization which involve a reduction in staff. On receipt of such notification the State authorities are to take direct action to ensure that the workers continue to receive pay until alternative work positions are available. Accelerated requalification courses may be run for this purpose by the company, either directly or indirectly, with the participation of the trade union organizations. During the requalification period workers are entitled to receive benefits from the Wages Integration Fund and possibly other insurance benefits from the European Social Fund.

The five-year programme 1971/1975 includes an estimate of the mean annual vocational training requirement, an estimate which was compiled on the basis of the following criteria:

- for calculating the initial training requirement account was taken of the intake of young persons into the various production sectors, excluding the number of those who underwent vocational training at school, and the number of those for whom a short apprenticeship, under instruction would be sufficient to complete their basic training.
- for calculating the worker training requirement (updating, requalification, upgrading), the complete number of workers employed in the various sectors was taken as a base point and it was assumed that the training activity would be directed more at workers less than 35 years old and, to a lesser extent, at those in the higher age group.

Mean number requiring training each year during the period 1971/1975

Training cycle	Agriculture	Industry	Tertiary sector	Total
Initial training	20,000	100,000	40,000	160,000
Worker training	40,000	200,000	30,000	270,000
Grand totals	60,000	300,000	70,000	430,000

The aims of this reconversion may be defined as follows:

- to combine in a unified whole the elements of training (hours divided between scholastic and extra-scholastic training and apprenticeship at work) so as to form a single training plan with continuing instruction;
- to restore to the word occupational its implications of creative ability and cultural experience, in addition to the actual productive job;
- to extend the training programmes to cover the whole range of working life, with successive stages of qualification, updating and requalification.

VIII. STATISTICAL NOTE

Before considering the great difficulties involved in locating adequate statistical data we must once again stress the need - which is the keynote of the whole study - to interpret the concept of "study leave" in an intensive sense, since it is an institution framed against the background of a vast subject, relating to the particular and to the general.

All the major collective contracts in force today include regulations which permit dependent workers to obtain their own cultural and vocational training.

Companies are in general bound, by contract, to grant worker students leave of absence to attend educational courses and to sit the relevant examinations. This date is normally paid leave in the case of the days of the examination and in the case of attendance at evening classes which oblige to worker to leave his place of work early. Provision is made fur unpaid leave to cover the days between successive examinations and for periods of preparation of examinations, while waiting periods not exceeding two months on a reduced work schedule are allowed with a proportional reduction in the pay.

As we have seen, companies are required to bear a whole series of burdens in order to facilitate this type of training activity. A complete list would be impossible to compile and of only marginal use since, as has been emphasized many times, the focal point of interest is the occupational training of the worker, periods of study leave being regarded therefore as a means of obtaining only one type of training, assuming that it is not desired to adopt an even more extensive concept regarding any absence from work, justified by the attendance on training courses as "study leave", whether such attendance is voluntary, organized by the employer, by the State or by other bodies, and with a wide range of aims which have been specified and analyzed above.

This fairly comprehensive nature of the concept does not exclude, but on the contrary justifies, an attempt to obtain specific statistical data in the field of extra-scholastic vocational training undertaken by dependent workers.

In the agricultural sector during the five-year period 1966/1970 about 470,000 students attended vocational training courses organized by public bodies; the numbers increased from 66,000 in 1966 to 123,000 in 1970; in this latter year the training measures covered 3 % of the labour force employed in the agricultural sector. No data are available on the breakdown of the courses by levels of qualification, neither is it possible to equate the levels of qualification in agriculture with those of industry (skilled workers, lower and higher intermediate grades); it is only possible to speak of courses which provide basic occupational preparation and those which offer specialist knowledge (on agricultural machinery, product marketing, etc.).

In the agricultural sector virtually no private initiative has been taken in the field of occupational training; the training institute are therefore all promoted by the State or by the public authorities. In consequence the statistical data on the total number of students attending courses in the past five years gives a sufficiently good idea of the extent of the total participation in specific training courses in the sector.

The situation is different in the industrial sector and in the tertiary sector; here those responsible for professional training belong mostly to the private sector or operate merely with the financial participation of the State. Reliable statistical data are therefore almost completely absent. Where the body responsible for training is public it is possible to obtain figures showing, for the past five year period, the total numbers of students attending occupational training courses.

Table A. Number of students attending occupational training courses organized by the State (in thousands)

	1966	1967	1968	1969	1970	1971
Agriculture	66	77	97	105	123	126
Industry	86	92	95	104	109	112
Services	25	25	27	32	35	38
Total	177	194	219	241	267	276

As shown above, the Table includes virtually all the agricultural workers who attended occupational training courses, whereas in the other sectors no figures are available for training activities organized by companies.

Table B. shows the situation in 1971 in detail.

Table B. Courses financed by the Ministry of Labour and Social Insurance in 1971

	Agriculture	Industry	Services	Total
Number of courses	2.650	6.780	1.024	10.454
Number of students	126.000	112.000	38.000	276.000
Hours of attendance	20.160.000	89.600.000	7.980.000	117.740.000

Table C. Principal courses of vocational instruction held by the IFAP and numbers of participants

Subjects of courses	1967	1968	1969	1970	1971
Management techniques	44	44	38	23	18
Handling and control of livestock	95				
Operational research		7		32	
Industrial sociology			24	106	
Management updating	124	129	119	123	120
Problems of optimization methods				26	20
Network planning				51	35
Analysis and systems planning			31	23	
Handling techniques		54	54		
Econometrics			32	37	
Training in the commercial sector	166	101	60	94	67

Table C. shows the principal courses of vocational instruction, (broken down by subjects), held by the IFAP (Institute for Vocational Training and Instruction) for salaried employees (white-collar workers) in the IRI group.

Table D. shows, for the educational years from 1967 to 1971, the numbers of manual workers attending courses of instruction at the ANCIFAP (IRI Group) and the total hours of instruction.

It will be noted that the trend is towards a constant increase in the number of adult manual workers and technicians and a decrease in the number of young manual workers.

Table D.:ANCIFAP : courses of vocational instruction; numbers of participants by qualification and total hours or training activity.

	'67/'68	'68/'69	'69/'70	'70/'71	'71/'72
Young manual workers	1.400	1.300	1.200	1.000	900
Adult manual workers	6.400	7.200	8.400	9.700	13.100
Technicians	1.100	1.200	1.250	1.600	3.800
Instructors	900	1.000	950	600	1.700
Total	9.800	10.700	11.800	12.900	19.500
Total number of hours (000)	5.564	5.270	5.481	6.500	6.527

EDUCATIONAL LEAVE IN LUXEMBOURG

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INTRODUCTION

Whilst practically no tangible measures have yet been taken in Luxembourg in the field covered by this survey, the preparatory work for the introduction of study leave by way of legislation is now almost complete. Two proposed Laws and one Draft Bill dealing with the introduction of study leave and of leave of absence for further education respectively have just been announced by the Council of State. The ideas and concepts put forward by the authors of these three documents, and by the Council of State, form an extremely interesting survey because, taken in conjunction with the comments submitted by the employers' and workers' organisations, they summarise the views of the trade unions, employers' organisations and the government which still differ in several respects. Since they contain more information than would any definitive text or practical solutions adopted once and for all they make it possible to perceive the underlying ideas, concepts and the many possible alternatives in this highly complex field. This state of affairs is bound to result in some difficulties in presentation which we propose to resolve by referring mainly to the text of the Draft Bill submitted by the Minister of Social Affairs whilst at the same time emphasizing the essential differences between this Draft Bill and the two proposed Laws submitted by two Members of Parliament belonging to the two most representative trade unions, and the summary text submitted by the Council of State.

I. DEFINITION OF THE TERM STUDY LEAVE

It is in respect of the actual definition of the term study leave that there is the greatest divergence in the texts placed before parliament.

The Draft Bill takes the view that, because of the expansion of the educational system and due to the requirements of a rapidly developing industrial and technological society, it is essential to place every means of continuing out-of-school education at the service and within the reach of workers, particularly young people, so as to afford them an entry to the cultural world and, with the aid of increased occupational skills, to social advancement.

There is a second objective of study leave; the preparation and training of supervisory staff and youth leaders. In order to justify this aspect of study leave the author of the Draft Bill claims that youth organisations and movements have always made strenuous efforts to provide their members with a more or less systematic education and training and to bring about a new attitude regarding the use to be made of leisure time. As these youth movements do not have sufficient means or supervisory staff and leaders, some initiative by parliament in this matter would be extremely beneficial.

The first proposed law sees in the improvement of occupational training merely one objective among many of study leave which would eventually cover the entire social field in its widest sense (educational or moral, family or social, teaching or artistic, economic or occupational, civic or trade union).

The second proposed law places the accent on additional occupational training by means of continuing education and training schemes which are accessible to all workers. The second objective of study leave advocated by this proposal is civic training to enable the worker to face, as a citizen, the many duties and responsibilities imposed by modern society.

The Council of State views matters in a completely different light. It states, firstly, that the authors of the proposed Laws and Draft Bill wish to cover too many types of study leave, subsequently applying to them the same standards as regards, for example, conditions relating to grants and financial aid, thus arriving at measures which would prove inadequate in the matter of continuing occupational training or which would go beyond genuine needs in other fields. Taking the view that separate laws are necessary to deal with the highly complex subject of continuing education generally, and continuing occupational training in particular (a field to which industry has, in its own interest, devoted increasing efforts), it intends to divorce from these drafts and proposals all measures regarding continuing occupational training, with the possible exception of persons taking part in official evening classes (see Section III). This exception could subsequently be incorporated in a special law dealing with continuing occupational training, which is far beyond the scope of study leave.

The aims of study leave, as seen by the Council of State, are as follows :

- The training of young people in civics
- The training and improvement of youth leaders and supervisory staff of youth movements.

In those extremely rare cases where study leave already exists it is the type of study leave covered by the first proposed law mentioned above.

Moreover, some measures taken by the employers (or employers' participation in training schemes), without invoking the concept of study leave, provide additional occupational training, during normal working hours, for some of the workers concerned.

II. LEGAL BASES

A law governing study leave is due to be passed in the near future.

Conventional solutions already exist in some isolated instances.

III. TYPES OF TRAINING

The different types of study leave referred to in the Draft Bill and the proposed laws, and by the Council of State, are described in rather general terms.

Most of the promoters of these projects wish to confine the benefit of study leave to young workers in the private or public sector, the upper age limit ranging from 25 to 30 years. Only the second proposed law envisages study leave for all wage earners and also for some persons who, due to their lack of economic independence, are comparable to wage earners.

As far as the objective of further occupational training referred to by all proposals, except that of the Council of State, is concerned, there is no indication as to whether this further training is to improve the overall occupational status of the person concerned, for example in order to promote his occupational advancement and so to increase his mobility within the economy as a whole, or whether he should be integrated into the company employing the wage earner in question. Whilst the first assumption is undoubtedly in accordance with the beliefs of the authors of the three parliamentary documents, the arguments put forward in their statements of reasons refer more to the second of the above mentioned aspects, by emphasizing the interest of any given company in investing money and effort in the improvement of its labour force in order to improve productivity and to keep abreast of progress.

Civic training is dealt with by the second proposed Law and by the proposal submitted by the Council of State. These mention the need to help young people to carry out their functions as citizens and to acquaint themselves with their rights and duties. The recent lowering of the voting age makes it even more important to prepare young people for democracy and freedom of choice in a world which claims to be democratic and pluralistic. Based on reality, this civic training - which must never degenerate into State or party propaganda or be placed at the service of a system - should arouse young people's interest in the problems of the community and encourage them to adopt an attitude of active participation. Whilst contributing in this way to young people's sense of responsibility, and to their preparation for service within the national community, civic training should at the same time make them realise their rights and obligations within the European and International community.

One particular aspect dealt with by three of these proposals the exception being the second proposed law, provides for study leave for the preparation and further training of supervisory staff and youth leaders. The facts on which this initiative is based have already been partly explained under Section I above. In addition to the considerable effort in the field of out-of-school education frequently made by youth movements, these organisations devote themselves particularly to the problems of the organisation and utilisation of leisure, a task which becomes increasingly important in view of the continuing reduction in working hours. It is obvious that the aim of study leave is not to contribute to the proper use of the leisure time of those workers benefiting from it (all projects exclude purely recreational activities, in other words activities which provide merely for entertainment or relaxation, without any training whatsoever), but study leave is intended to stimulate young (and even older) people's interest in special training enabling them to assume the functions of youth leaders who can favourably influence young workers' attitudes towards the problem of organising leisure. The movements and organisations referred to include, for example, the Scouts, Guides, Trade Union Youth Sections or Catholic Youth Organisations.

Trade Union training is only incidentally included as one of the objectives of study leave by the first proposed law, whilst the other drafts do not specifically mention it. It is true that the second proposed law speaks, on the one hand, of the social advancement of wage earners and, on the other hand, defines civic training schemes acknowledged to be in the public interest within the meaning of the law regarding study leave, apprenticeships, seminars, etc., organised by the associations responsible for education and training of young people and adults and, more particularly, by the education centres of political parties and employers' and workers' organisations. It would appear that this draft aims, among other things, at a type of training already in existence, introduced about twelve years ago on the initiative of the Trade Unions in collaboration with employers and with the Luxembourg Association for Increasing Productivity (OLAP), a practical scheme intended to improve the knowledge of workers who have or probably will have to assume responsibilities within their own organisation (spokesmen, militants, members of workers' delegations, safety delegates, etc.) and who have therefore an interest in enlarging their knowledge, particularly in the economic and social field, for their own social advancement and to enable them to contribute effectively to the social advancement of other workers by virtue of the part which they have or will have to play in their relations with employers.

This type of training, as the subject of leave of absence which, whilst not being specifically called study or educational leave, nevertheless shares all its characteristics, owes its existence to the fact that a number of employers realised the advantage of being able to negotiate with Trade Union officials having a wide knowledge of economic and social matters. Not only does discussion become easier and more objective, but such knowledge is likely to influence the outcome favourably. There can be no doubt that worker negotiators who are conscious of the requirements for good company management, the need to invest, the difficulties liable to arise in the markets where the products are sold, the overheads attached to manufacturing costs, etc., and who are capable of objectively assessing the existing social level and the real possibilities of social progress within the framework of the national and international economic and social situation, are better guarantors of a reasonable and defendable social evolution, or in other words the long-term joint interest, than trade unionists who have little or no training.

The need to provide all young people or all wage earners with some general training, in addition to specialised training, is written into the summaries of the four parliamentary documents. Only the first proposed law defines the objective of study leave in a general manner : to provide systematic training for young people in the cultural field, more specifically covering training which is educational or moral, family or social, teaching or artistic, economic or professional, civic or Trade Union, or European or international.

IV. TRAINING PROGRAMMES

As the actual schemes in the sector under review are relatively few, the programmes dealt with below are either already existing programmes which are accessible to workers outside their normal annual holiday or, where applicable, unpaid leave of absence, or programmes adapted to new requirements or specially set up for the benefit of wage earners, who will in future have more free time at their disposal, so that they may acquire knowledge in a wide range of different fields.

A. Official evening classes

The programme for these classes includes three sections :

- Secondary studies
- Technical studies, engineer-technician grade
- Technical studies, occupational qualification grade (CAP).

It is accepted that study leave cannot be extended to cover attendance at these classes, which last for one or more years, but can only cover the preparation for the examinations leading to an official diploma. In this connection it should be pointed out that most companies make every effort to enable interested persons to attend evening classes, for example by employing them in a job which frees them every day at 2.p.m.

1. Secondary studies

In principle, evening classes offer the same curriculum as official secondary education. They are divided into two grades (lower and higher grades) and into classes for beginners and advanced pupils, in the same way as classical and modern secondary education : Latin, modern languages, mathematics, etc.

Example of programme :

Higher grade, science section :

French : 1 hour per week
German : 1 hour per week
English : 2 hours per week
Mathematics : 5 hours per week
Physics : 2 hours per week
Chemistry : 1 hour per week

At the request of registered students, some courses of the so-called "memorising" subjects (history, biology, public and administrative law, geography) are held in order to familiarise the candidates with working methods in these subjects.

The actual length of the training programme depends on the candidate's knowledge at the outset. The minimum age for admission to this type of training is 21 years, subject to certain exceptions.

In order to obtain the certificates which are necessary before sitting the examinations (same sessions as for grammar school candidates), the interested students have to furnish to their teachers written or oral proof of their knowledge of the subjects involved. It is not compulsory to sit for an examination in order to pass from the lower to the higher grade in order to be entitled to sit for the end of secondary education examination. Nor is any timetable laid down for adults wishing to sit an official examination. For example they are free to study the arts subjects for one year in order to obtain the necessary certificates, with science subjects the following year, or vice versa.

The object of this training formula leading to the same diplomas as from official secondary education is obvious : considerable human and social advancement.

The institution of study leave owes much to the success of this formula in that it encourages young people to follow this difficult road, whilst at the same time making it easier for them to prepare for tests and examinations.

2. Technical studies

A similar type of training to that described under paragraph 1. above is provided for those young persons who wish to obtain the diploma of engineer-technician or the certificate of occupational qualification by attending evening classes.

Here also the introduction of study leave is certain to encourage large numbers of young people to acquire skills and a diploma to enable them to gain occupational and social advancement.

B. Civic training programmes

Training courses in civics come within the programme of the Workers' College of Higher Education which organises training schemes aiming at supplementing the general education of workers, particularly in the civic, economic and social fields, in order to enable them to meet the demands and responsibilities of life at the present time.

The programme includes, amongst others, the following subjects : elements of industrial and social legislation, elements of constitutional law and social legislation and the economic and financial sciences.

Interested persons can register through the Trade Unions or directly with the Ministry of Labour and Social Security.

Classes are normally held in the evenings, mostly covering a period of three years (October to April). One evening class per week (2 hours) is normally held in various towns.

At the end of each session successful students are given a diploma which is not, however, recognised by the State. In order not to lose contact with qualified students, and to supplement and extend further their knowledge by means of special courses based on modern discussion methods which characterise the active teaching method, the Workers' College of Higher Education also organises weekend courses dealing with specific current problems in the above mentioned sectors.

It is expected that the introduction of study leave will encourage the Workers' College of Higher Education to at least partly rearrange its courses, seminars and study programmes and that it will thus become one of the most useful instruments for worker training in the civic, social and economic fields.

C. Trade Union training courses

The objective aimed at, and the concepts on which this type of training is based, together with the principles for its implementation, are dealt with in detail in Section III of this report.

The training programmes cover the following subjects :

- Economic theories and systems,
- Economic mechanisms of countries of the free world,
- Specific problems of the economy of free enterprises : capital investments, productivity, costs, etc.
- Domestic and external trade,
- Collective bargaining and general industrial relations,
- Human and technical factors, the effect of technical progress,

- Work organisation,
- Social security,
- Special problems : elderly workers, industrial safety and hygiene, etc.

The courses cover a period of two weeks during which accomodation is provided for the workers at the actual place of study.

The courses are selected by the Trade Unions in collaboration with lecturers chosen by them and by the Luxembourg Association for Increasing Productivity (OLAP), by major experts from foreign Trade Unions and by experts on the Luxembourg economy and industry.

Representatives from the Luxembourg Association for Increasing Productivity and from industry are sometimes invited by the unions to act as observers, to assist assessing the level of training.

The introduction of study leave will not affect the organisation or financial aspects; it will simply have the effect of increasing the number of beneficiaries and the number of enterprises involved.

D. Programme of further occupational training

Further occupational training is one of the more organised sectors. A large number of courses offered by a wide range of organisations normally take place in the evenings in order to allow for the working activities of the students and, also, for the time which the teachers are able to spare outside their normal activities. The introduction of study leave is bound to result in a number of changes in this situation with some of this training, which is often theoretical and practical, taking the form of concentrated courses of two weeks duration during the period of the study leave.

1. Courses organised by trade organisations

The Chambre des Métiers, covering semi-skilled workers, organises a wide range of courses, including :

- Assembly, adjustment, maintenance and repair of oil burners (14 hours - 2 whole days)
- Brazing course (60 hours, spread over 15 days)
- The welding process (36 hours, spread over 12 days)
- Forging techniques (32 hours, spread over 8 days)
- Practical courses for precision mechanics (64 hours, spread over 16 days)
- Modern aerial technology (14 hours, spread over 2 days)

There are about a hundred similar courses, several of which can be of interest to one and the same worker. It follows that he could well make use of his study leave to attend several successive courses of one or several days each, so enabling him to acquire further knowledge which in turn results in more rapid promotion.

Most of these courses are free, whilst others cost up to L. Frs. 600.

In addition to these courses, the "Chambre des Métiers" also organises preparatory courses to qualify in any craft or trade, particularly technical drawing.

The Chamber of Commerce organises the following :

- Courses for bank staff, organised in conjunction with the Language Association :

Elements of accountancy	(1 year)
Economics	(1 year)
Basic law	(1 year)

- General accountancy and correspondence courses open to all (1 year)
- Courses in French
- Courses in industrial economics
- Various courses (for example on taxation), in collaboration with other organisations, particularly the Luxembourg Association for Increasing Productivity.

The Chamber of Private Employees recently introduced a data processing course. This is an evening course held twice a week from September to May and is intended to enable interested persons to obtain posts directly or indirectly involving computer data processing techniques.

A diploma is awarded to successful students by the Ministry of Education at the end of the course.

2. Evening courses in language, shorthand and typing, organised by the Ministry of Education and by private bodies.

Further occupational training provided by these courses can hardly be concentrated into a fortnight of studies. It follows that, even if they were adapted to the new situation brought about by the implementation of the project under review, these courses are less suitable for beneficiaries of study leave, except perhaps in that the latter would thus have sufficient time at their disposal for revision and preparation for the final examination.

3. Courses and seminars organised by the Luxembourg Association for Increasing Productivity (OLAP) :

- Training of supervisory staff
- Company management and organisation
- Accountancy and marketing

- Typewriting and secretarial, etc.

These courses and seminars are organised in close collaboration with the employers who submit their requirements to the Luxembourg Association for Increasing Productivity which in turn gets in touch with the institutions and lecturers concerned, mostly foreign, in order to organise training sessions and to make them accessible to all sectors of the economy.

4. Further occupational training organised by employers :

As Luxembourg workers generally have an adequate command of French and German a large number of training programmes provided by French, Belgian and German schools, organisations and institutions are accessible to them.

A number of Luxembourg employers have realised the benefit of sending some of their workers or staff to these courses in order to increase their efficiency as highly skilled workers or organisers and leaders. This practice is the equivalent of study leave sometimes of a rather extended nature, without being referred to as such. It is true that the initiative for this further training generally lies with the employer. The question arises as to whether the introduction of official study leave would not encourage employers to enable any workers applying for it to take part at least in refresher courses (covering a period of two or three weeks), also organised by these establishments.

We list below a number of interesting training courses :

- Training of future supervisory staff (production, mechanical and electrical maintenance)
  Duration : 17 to 18 months full time, or 27 weeks full time (shortened version specially adapted to the needs of Luxembourg industry).

  The programme includes general scientific teaching, further training in specific technical subjects (electricity, mechanics), introductions to the organisation of work, human relations, managerial problems, general psycho-sociology, industrial safety problems, outlines of industrial economics, etc.
  Level required : qualified staff
  Age limit : 30

- Training for draughtsmen
  Duration : 17 to 18 months full time
  Level required : Draughtsmen and technicians or drawing office technicians

- Electronic engineering training, CAP level
  Duration : 9 months full time
  Level required : Electrical occupational qualification (CAP)

- Refresher course for electricians
  Duration : 3 weeks full time

- Refresher and further training for supervisory staff
  Duration : 3 weeks full time

- Introduction to logic circuits and automation
  Duration : 3 weeks full time
- Introduction to human relations
  Duration : 2 weeks full time
- Further training for administrative staff
  Duration : 4 days part time
- Departmental management (working methods, planning, information circuits, reports, etc.)
  Duration : 5 months, one half-day session per week
- Industrial psychology (group behaviour, managerial problems, attitudes and motivation, etc.)
  Duration : as above
- Further training for instructors
  Duration : 10 weeks full time

  Subjects taught : general problems of professional training, legal, psychological, physiological and pedagogical principles, introduction to practical work, student assessment.

According to the country and organisation involved the students are given an attendance certificate or final examination pass certificate at the end of the course. In some cases where there is a close relationship between the training establishment and the enterprise, and where some of the training and follow-up activities are held at the actual place of work, all official documents are dispensed with, their practical value being in any case merely relative with the companies not normally committing themselves to grant automatically to workers having taken part in the above courses any special benefits in respect of wages or promotion.

When study leave is introduced it remains to be seen whether those enterprises which have already taken the initiative in offering to, or sometimes even imposing on, a number of their staff some further occupational training and meeting the whole of its cost will continue along these lines, or whether they will try to charge the cost of this against the provisions of the new law in respect of time off and compensation for loss of wages. Whether they will act in one way or another is bound to depend on the manner in which Parliament defines the object of study leave and lays down its procedure (see Sections I and VI).

It will probably always be necessary to differentiate between a training programme offered or even imposed by the employer on certain workers in order to enable them to work more efficiently for the enterprise concerned and in the interest of the latter (example : further training of instructors), from training facilities provided for workers wishing to acquire further knowledge with occupational and social advancement in mind.

5. General training programmes

Inasmuch as the training programmes described above do not already cover subjects coming under the heading of "General training" (for example civic education, human relations, introduction to psychology and pedagogy, foreign languages, etc.), much remains to be done in respect of general enrichment of the personality by organising studies and discussions, seminars and training sessions in the fields of culture, arts, the family, etc.

The introduction of study leave is bound to stimulate cultural associations and organisations, youth movements and the competent Ministries to set up training programmes capable of attaining the objectives aimed at by the new law with regard to the general personality development and social advancement of workers.

V. TRAINING ESTABLISHMENTS

Those training establishments capable of translating into actual practice the types of training programmes referred to above have already been dealt with under Section IV. It will be sufficient to summarise them and to define their status and methods of operating and financing.

A. The Luxembourg Association for Increasing Productivity (OLAP)

which takes part in the organisation of a number of training programmes, seminars and study sessions and also organises these on its own initiative, is a non-profit making association set up in 1957 by seven organisations, consisting of three Trade Unions, three trade associations and the Federation of Luxembourg Industries. The State, whilst not being a member of the Association, delegates an observer to the Executive Council and, by virtue of an Agreement concluded with OLAP, shares in the cost of running this organisation.

The resources of OLAP include the following :

- Members' subscriptions and contributions,
- Subsidies, donations and gifts of various kinds,
- Fees charged by the organisation for specific services performed for companies.

OLAP is involved in training programmes in the following sectors :

- Further occupational training,
- Trade Union training.

B. The Workers' College of Higher Education is an educational establishment aiming at informing the working class in a more objective manner on the problems arising from the relationship between capital and workers, and at acquainting it with the laws and regulations forming the basis of the economic, political and social life of Luxembourg.

Its statutes are set out in the Ministerial Decree of 4 March 1963. It was set up as an autonomous body under the authority of the Ministry of Labour.

The running costs of the Workers' College of Higher Education are met by the State, and teaching is free.

The College deals with the programmes of :

- Training in civics
- Trade Union training.

C. The trade associations are public law establishments on an elective basis whose task is to act in a consultative capacity vis-a-vis the legislative and executive authorities whilst generally representing the interests of their members. They are financed by means of subscriptions laid down by the relevant law.

They are concerned with training programmes mainly directed towards improved occupational knowledge.

D. The Ministry of Education is also concerned with the following, as shown by the developments under Section III :

- General training
- Further occupational training.

E. The numerous foreign training establishments have widely differing statutes which cannot be gone into here. Their international reputation and the results obtained by Luxembourg workers constitute the best possible evidence of their high level and value.

Their activities are almost exclusively confined to the field of further occupational education with only very few of their programmes concerned with general training.

F. The educational associations, trade unions, youth movements and other similar bodies with widely differing statutes are extremely well placed to assist in general educational training, social training, trade union training and sometimes even further occupational training.

In view of the fact that the new law is bound to incorporate a clause laying down that the training programme submitted to the workers wishing to avail themselves of study leave must first be approved in each specific case, there is no need to fear any abuse in this sector which is rather more difficult to supervise.

As regards the specific approval required for training programmes which can be the subject of study leave all the Parliamentary documents have in mind for this purpose either the Minister responsible for matters affecting the young, or the Minister of Education, or the Minister of Labour and Social Security, depending on the final version of the study leave.

It is also generally planned that the organisation in charge of the training, study periods, classes, sessions or meetings should issue to the beneficiary of study leave a document certifying that he has taken part in such a course.

Finally, the beneficiary must file with the competent Minister, within a fortnight following the end of the event covered by the study leave, a concise report on the activities in which he has participated.

VI. CONDITIONS GOVERNING THE GRANTING OF STUDY LEAVE AND FINANCING PROCEDURE

A. General Conditions

Duration, division, frequency

The Draft Bill lays down that the duration of study leave may not exceed 12 working days per year. It can be divided into two periods of at least two days each. No one may be granted more than one full study leave of 12 days in any period of two years, or more than a total of 3 full study leaves.

The first proposed law also lays down a period not exceeding 12 working days per year. This cannot be divided into more than three periods, of at least two days each, except in the case of a definite series of courses of only one day each.

The second proposed law lays down that the period of study leave may not exceed twice the number of days worked per week. It can be divided up into several periods of at least two days each. In the case of wage earners taking part in occupational or civic training courses extending over a longer period, the duration of the study leave each year may exceed twice the number of days worked per week, but must not exceed four times the number of days worked per week in any two consecutive years.

The text submitted by the Council of State lays down the identical conditions as the Draft Bill.

Cumulation with other leave of absence.

The Draft Bill and the document submitted by the Council of State lay down that study leave may not immediately follow an official annual holiday or a period of illness if this cumulation would result in a continuous absence of more than three weeks.

Refusal to grant study leave or deferment to a later date

The Draft Bill provides for the fact that, in companies employing less than 10 persons, study leave may be deferred if it is liable to have a major prejudicial effect on the work of the company concerned.

The first proposed law lays down that study leave can be refused, if it would in fact have genuinely prejudicial repercussions on the production and operation of the company concerned. In the event of a refusal, which must be notified in writing to the applicant and to the Ministry of Education by the employer, permission may not be refused on the occasion of the next application.

The second proposed law lays down that study leave is granted provided this has no major prejudicial repercussion on the essential interests of the company concerned or on the satisfactory organisation of the annual paid holidays of the staff.

The text submitted by the Council of State states that study leave can be deferred, if it is liable to have a major prejudicial repercussion on the running of the Company, the proper functioning of the administration or public service or on the satisfactory organisation of the annual paid holidays of the staff.

B. Conditions applicable to candidates

Age

The Draft Bill lays down a general age limit of 25 which can be raised to 30 in the case of persons to be trained as leaders and supervisory staff for youth movements. No age limit applies to persons taking part in evening classes.

The first proposed law envisages a general age limit of 30 but this is not applicable to official leaders of youth movements if they take part directly in the organisation of the classes in question (adult organisations are to be regarded as youth organisations in respect of their younger members below the age of 30).

The second proposed law, which is mainly concerned with further occupational and civic and social training, does not specify any age limits.

The text submitted by the Council of State lays down the same conditions as the Draft Bill.

Nationality and length of stay in the country

Draft Bill : no requirements regarding nationality, but subject to a residential stay of five years in Luxembourg.

Other parliamentary documents : no conditions.

Seniority within the company

The second proposed law and the text submitted by the Council of State provide for a period of service of six months with the same employer before the worker is able to benefit from study leave.

C. Methods of financing

Draft Bill : beneficiaries of study leave in the public sector continue to draw the salary and other benefits attached to their employment. In the private sector they receive, for each day of absence, an allowance equal to their average daily wage for the three months period preceding the study leave. This allowance is advanced by the employer and refunded to him by the State.

Young people who are not entitled to claim study leave (farmers, vine growers, traders, craftsmen, liberal professions), but who fulfil the necessary conditions in all other respects, are entitled to a lump sum allowance termed an educational bursary, the amount of which is assessed in an analogous manner to the allowance paid to beneficiaries in the private sector.

If an employer already provides the young people employed by him with further training at his own expense, or makes it possible for them to take part in training courses organised by the trade associations, trade unions or other organisations, these benefits may not be cumulated with the paid study leave set up by the new law, if the facility provided by the employer already equals or exceeds the benefit offered by the study leave.

The Draft Bill also states that study leave counts as actual working time, resulting in the fact that young people continue to benefit, for the duration of the study leave, from all legal provisions in respect of social security and security of employment.

The first proposed law also does not involve any direct financial charge on the employer. In a similar way to the Draft Bill it takes the view that any inconvenience caused by the new law to the employers as a result of absence from work is slight and is largely compensated for by the ensuing benefits to young people and to the country.

The proposal provides for a grant equal to that applicable to official annual holidays, to be charged against the relevant budget credit of the national Ministry of Education, and the grant is payable to the interested party on presentation of a wages certificate issued by the employer.

The second proposed law stipulates that the compensatory grant is advanced by the employer and that half of it will be reimbursed by the State from credits written into the annual State budget.

The Council of State takes the view that, particularly in the light of the final form it proposes for study leave - the field of occupational training being excluded - it can accept that the State should reimburse all loss of income. It is difficult, however, for it to accept that the cost of study leave for continuing occupational training of workers should be entirely borne by the State. It sees no necessity for the State to assume all the cost of activities already being undertaken by private enterprise for this purpose since such activities bring benefits to the companies themselves as well as to the persons concerned.

Viewed in this light, the text drawn up by the Council of State covers all the above cited provisions of the Draft Bill.

VII. MEASURES (LONG AND MEDIUM TERM) BEING CONSIDERED IN THE FIELD OF STUDY LEAVE

This examination of, and comments on, the various drafts and proposed laws for the introduction of study leave indicates in some detail the views taken by the State and the industrial organisations in this matter. There is little likelihood of any new concepts materialising, and in the same way private initiatives are not expected to be forthcoming in view of the imminent introduction of study leave by way of legislation. Whilst waiting for the final details of this law, all specific activity in this field has, for the time being, ceased.

Statistical annex

A. Number of persons likely to benefit from the legal or contractual provisions at present in force in the field of study leave

The number of persons covered by existing specific agreements amounts to about thirty in the whole of Luxembourg.

As regards the effect of the new law, the number of potential beneficiaries can be estimated at some 10,000 persons, but no breakdown into economic sectors can be given.

B. Scope of study leave actually granted

Whilst it is impossible to anticipate to what extent workers will avail themselves of the opportunities to be created by the new law, it may prove of interest to mention how the authors of the various parliamentary documents mentioned above view the related situation. It must be pointed out immediately that there is considerable divergence in the views. The Draft Bill appears to be the most restrictive. It lays down that study leave is to be granted in accordance with the credits provided for this purpose in the annual State budget. Whilst it states that the government will have to take into account existing requirements in order to adapt the credits to the necessities of the moment, it estimates these credits at only L. Frs. 100.000 for the first year, which would restrict the number of beneficiaries of study leave to about a dozen !

The first proposed law estimates the amount required for the first trial year at L. Frs. 300.000 (about 40 beneficiaries of full study leave).

The second proposed law goes much further. It lays down that the employer is not compelled to allocate to the educational leave of absence for one calendar year more than 0,4 % of the total number of work days within his Company. Based on this provision, the proposed law assesses the maximum budget credit required as L. Frs. 37,000,000 per annum, an equal amount to be borne by the employers. This would be the equivalent of almost 10,000 beneficiaries of full study leave.

The text submitted by the Council of State simply states that study leave is granted in accordance with the credits provided for this purpose in the annual State budget, and that regulations to be published will lay down the maximum percentage of work days which the administrations and public services are compelled to allocate to study leave.

In its general observations, the Council of State says that it is obvious that the credits required will be arrived at by taking into account the number of applications for study leave as well as the financial resources of the State. The possibility of being granted study leave can not therefore be compared to the worker's entitlement to an annual paid holiday. As far as study leave is concerned, one remains in the field of potentialities. This being so those responsible for selecting persons to be granted study leave, and for the selection of programmes, must demonstrate the maximum impartiality and care in the choices which they make.

EDUCATIONAL LEAVE IN THE NETHERLANDS

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INTRODUCTION

This report was produced by the Institute for Scientific Research into training centres, as commissioned by the Commission of the European Community. When carrying out this study, it became evident that it concerned a poorly developed and ragged subject. It was consequently difficult to obtain information and what there was, proved in a quantitative sense to be fairly inaccurate.

A . The original development

The concept of "educational leave" as a collective idea has, to the present day, not yet be accepted in the Netherlands. In addition to Collective Agreements on holidays, there has been a long list of developments over a long period which gave the employee a so-called "short leave of absence" with pay. The most common ones are connected with family matters (marriage, births, deaths, etc.), which gave the employee the right to one or more days off. Additionally, the possibility of "short leave of absence" for taking craft exams and attending trade union congresses has now been established for a long time. The Labour Act has an entirely different approach to the concept of educational leave. Since 1919, it contained a provision in accordance with which a company had to allow employees under the age of 18 one day's leave a week in order to pursue an educational course. Since, however, it did not carry any sanctions for non-compliance and the youth in question could be dismissed (with the proper term of notice), the clauses in the Act remained unfulfilled.

B. New developments

Since 1971, two developments have taken place in connection with the educational leave.

Training of works council members

Contrary to the old Law of 1950, the new Law of 1971 governing works council gives members the right to devote a number of days every year (with pay) to education and training for the benefit of the membership. The number of days must be settled by each company; there is a tendency to allocate about five working days for this purpose.

The central organizations of employers and employees have realized that it is of great importance that an adequate amount of facilities must be provided to occupy these days. Thanks to their cooperation, a recommendation has been put forward on 19 May 1972 by the Social Economic Council concerning the education and training of works council members. The idea behind this recommendation is that (newly elected) works council members ought to be given a basic course which will introduce them to the task, function and activities of the works council. It is estimated that eventually there will be about tens of thousands of newly elected members each year who will need such an introduction.

At the moment, such courses are already being run, by, among other institutions, the educational and training institutes developed by the trade union movement. The general composition of such a course will incorporate the following subjects:

- compilation of the experiences gained by the course group so far with the works council in the individual companies;
- placing the works council in a wider sphere, especially in an historic perspective and the place of the works council in the structure of the production of each company. The philosophy is also dealt with here;
- investigating the possibilities offered by the law on works councils (and the regulation of the works council in the individual company);
- importance of communication between works council members and other workers;
- the task of the agenda-committee, relationship between the membership of the works council, coming to a decision and discussion techniques;
- the meeting of a works council, followed by the treatment of the relationship between the chairman of the works council and members of the works council. Methods of arranging meetings;
- perspective of participation via the works council, as it affects one's own company.

During the course, the participants are actively drawn into the proceedings by being allotted a number of roles, by making daily reports on the day's happening in the course, by holding discussions on all aspects, by examining and comparing the provisions in the Act with the works council regulations and such like. This kind of course is still paid for by the companies whose students participate. The SEB recommends a national fund which would cover 2/3 the costs of these basic courses.

The remainder would have to be met by the companies concerned, and likewise, the wages for the period of the course. The fund would have to be financed by raising a tax of 0.14 % of the wages bill. The money will have to be administered by a similar body which would also be charged with quality supervision of the courses. This body can also act in a coordinating capacity to ensure that all the institutes are fully booked up etc. and to collect documentation on matters relating to the work and functioning of works councils. As mentioned before, the proposals relate to a basic course for newly elected works council members. Some minor alterations in the laws will be necessary before this can be realized. The intention of the Act on works councils is, however, that members of the councils will receive a number of free days annually for education and training. This means that in addition to the basic course there will have to be other facilities available. Current thoughts are that this will be in the field of responsibility in the company and branch of industry. In this way, it will be possible to fit further training of works council members to their individual needs and to the set up in their branch of industry and company.

The building industry to a certain extent is already anticipating the outlined regulation regarding the setting up of a fund.

Funds raised in the building industry will in the near future be used to finance basic courses for works council members of building concerns. Part of the background to this development is the fact that the new law on works councils does apply to the building industry. The old law never did apply so that there is no experience to draw on as to how works councils and works council members can function.

C . Youth training and education

This has always developed in two directions; in the first place, there is the vocational training (apprenticeship) and then, there is the so-called cultural development.

1. Vocational training

In the Netherlands, there are 34 (mostly national) training institutions for very different professions and occupations.

In 1970/1971, about 66.000 male and 6.000 female students had enrolled with these bodies. The training is usually linked to a completed (3 years) training at a lower level of professional tuition, although this preliminary training is not strictly necessary. In the past, this training (as regards the theoretical aspects) took place in the evening.

Nowadays, this is very much done during the day. Usually, the training period lasts for a number of years. The intention is that the youth concerned will be given the opportunity to do practical work during their working hours with the company, which will contribute towards their training as craftsmen.

2. Cultural development

This was particularly set up after 1945 to help the unskilled youth in their personal and social development. If was of importance to girls in particular, who had had little or no training in any craft or trade and who, as a rule, had to perform routine unskilled work. In the later years, more and more boys were drawn into this ambit. The number involved is about 35.000, of which about 2/3 belongs to the 15 to 17 years group inclusive. The ratio of boys/girls is about 2:3. A great deal of this work takes place in the evening, especially for the older ones.

Regulations in the collective agreements (c.a.o's) regarding youthful persons

It has been stipulated in a large number of c.a.o's regarding apprenticeships, that those who participate shall receive weekly leave (usually 1 day a week) with pay. A smaller number of c.a.o's have the same stipulations for young people who wish to pursue cultural activities. This participation in cultural activities is once again related to age, so that for those above a certain age (for example 16 years), the company will cease to provide the facilities.
Traditionally the companies have always attached more value to vocational training than to cultural development.

Hence a number of c.a.o. regulations stipulated that the individual concerned would receive an extra financial reward (a lump sum or a higher wage) if the training is successfully completed.

These c.a.o. regulations have already been overtaken since the summer of 1971 by the previously mentioned compulsory education, of a 1 day release per week for the 15 age group. The vocational training and/or cultural development work for this age group takes place on this legally allotted day at the moment. The typical difference with the previous situation is that this day release is seen as a legal obligation and hence the wage is not paid. This obligation is also not binding with the job, but does apply to all 15 age groups. If this legal obligation is expanded to older age groups and for a larger number of days, then the phenomenon of non-payment of wages for the day releases will again occur. The advantage of this naturally is that this kind of education will become less geared to the factory work. The disadvantage will quite evidently be that the young will receive a lower income.

The consequences of the new situation for the young

The above-mentioned legal compulsion for the 15 age group took effect from the summer of 1971. This has had some side effects, which cannot be quantitatively established accurately.

a) a larger number of the 15 age group than before have opted for an extra year of full-time education. This tendency already existed from year to year but has now been reinforced;

b) a number of companies have stopped employing 15 age groups;

c) a number of young people evade the legal obligation - although not encouraged by the employer.

The phenomenon referred to in paragraph b may be reinforced still further when the legal obligation is expanded to 2 days per week for 15 age groups. This will give an even stronger stimulus to attending full-time day education. There is still capacity to absorb the effect of this stimulant. However, according to the latest available statistics on education about 30 % of the young people leave secondary education (which generally starts at the age of 12/13 after finishing elementary school) a few years after starting it, without having completed the curriculum successfully.

Regional centres for part-time education

The pupil system and cultural development work for young people still function for the most part alongside each other up to the present day. It is however intended - and some experiments are already being prepared - to establish centres where these activities overlap. The philosophy behind this thinking is that the young will eventually be seen as a pupil who will also gain experience in industrial life in stages. In the present situation, the younger person is an employee who also spends some time on theoretical learning and cultural activities.

In the summer of 1971, fifteen year olds received one compulsory day off. In the summer of 1972, it was followed by one compulsory day for the sixteen age group. As it concerns compulsory education in this case, the Government (and the employers) have taken the standpoint that no wages need be paid for these free work days. In order to compensate the sixteen age group concerned for loss of income, it has been decided to let the family allowance laws apply to them.

Some time ago, a schedule for the introduction of this part-time education was drawn up which looked as follows:

1971	1 day for 15 age group
1972	1 day for 16 age group
1973	2nd day for 15 age group
1974	2nd day for 16 age group
1975	1 day for 17 age group
1976	3rd day for 15 age group.

Uncertainly has now arisen over the question (in connection with the necessary facilities and collaborators) whether in 1973 the whole programme could be fulfilled and whether rescheduling would be necessary.

The estimate at the moment is approximately 250.000 15 to 17 age group inclusive will qualify for this form of part-time education. A reduction in this number in the coming years is not improbable since in the first place for years the admissions to advanced full-time day education have already been rising and in the second place that this increase can be given an extra stimulus by the decision that from the newly started course year in 1972, all elementary vocational training will last for four years. Up to now, this had been a three year course. In addition to this, it can be expected that the further reaction on the employers' side will be to make employment of the 15 (and 16) age group more difficult; the two days release will make it more difficult and less attactive for the young people concerned to be integrated into the production process. It is intended that this part-time compulsory education shall be converted into complete compulsory education so that the days spent at work will be changed in character.

There will be no more talk of a labour contract, but the youngsters will go through stages while still remaining under the jurisdiction of the school. These stages can be spent in different departments of the same company and possibly also different companies. The changeover need not occur weekly (2 days school - 3 days stage) but could be organized for longer periods (e.g., 4 weeks school - 6 weeks stage). There will then be no question of paying a wage only stage expenses.

Of course there are many problems associated with this idea: are there enough stage vacancies available in the companies ? Are there people in the companies who will be meaningfully concerned with the work of the stage trainee (such people have to be educationally inclined) ? Will the companies have to be paid for the trouble they will have to take to involve the stage trainee responsibly ?

The Government had at the time stated its intention to experiment during the period 1970-1975. After that, in the second half of the decade, it will introduce the type of education outlined above.

These experiments are at the moment being prepared in various places and have been in operation in other places for a short while now. As regards execution, these experiments are tied to district centres. The apprenticeship systems and the cultural institutes in these regional centres have to cooperate. The experiments in progress involve 1.500 to 2.000 people. Of these, about 200 to 250 also have an apprenticeship agreement, i.e. that officially, they have been indented in an apprenticeship scheme and through this they are receiving vocational training.

It follows from this that there is still a long way to go to achieve integration of general cultural and vocational education: in that case, every youngster would indeed be pursuing one or other form of vocational training. In the district centres mentioned, 1 day education a week for the 15 and 16 age group is compulsory. In fact, the actual time spent in some cases already exceeds one day: anticipating the legal obligations. For the time being, the apprentices in the experimental district centres have retained their labour agreement with the company. The idea of stages has not yet had the opportunity to be put to the test and for that matter, have not yet received any legal backing.

The part-time education outlined here and which is to be developed further has a particularly emancipatory character. When,after 1945, many 14 age group girls and boys were introduced into the production process as unskilled labour, many considered that they were let loose completely unprepared to perform their most important social functions. To meet this (bearing in mind the family function in particular) the cultural development work was started on a voluntary basis. Preparation for parenthood played an important part. This was of course expanded in later years and one began to apply oneself to letting them function as young participants in the social process. The deprived group of working youngsters must now get the opportunity along the lines of the partial compulsory education to escape their lot. Of course, these things are linked to other factors, such as the family environment in which the individuals concerned grow up, the sense of inferiority with which the parents live, the general division of power in society, bad school results (again linked to the same factors) by those concerned from the early part of their youth.

If this part-time education is to succeed in its aim then it has to deviate from other kinds of education:

- no preliminary training thresholds to be introduced, but everyone to be accepted at his or her own value;

- the school weariness introduced by earlier schools and the resistance to school must be overcome;
- it will have to offer the participants activities geared to their own individual capabilities and needs (to make the previous points possible).

It is obvious that this is an extremely difficult problem both from the social and educational standpoint. The social implications (such as the elimination of the groups, which historically were compelled to perform the unskilled uninteresting work) have in no way yet permeated through into official policy.

Training in nursing

The above has not considered one particularly important training subject for young people. This concerns the training in nursing/male nursing which starts at the age of 17/18 and is linked to the service contract. This is therefore an in-service training, whereby the individuals concerned are trained during a part of the working hours at the expense of and under the responsibility of the hospital management. It is however the intention to remove this training of nurses from the sphere of apprenticeship. Some experiments in full-time day schools have already been started for the nursing profession, which involve spending a certain amount of time in hospitals in order to gain practical experience.

D. Professional training for adults

Adult employees are given all kinds of opportunities by companies to improve their professional skills. There are very few figures available on this topic. Some existing and well-known possibilities are analysed below.

Training by symposiums

The NIVE (Netherlands Institute for Efficiency) is a national organization affiliated to the CIOS, which organizes a number of symposiums besides its other activities. The object of these symposiums is to bring industrial personnel up-to-date with the new developments in their fields. These very diversified courses are attended yearly by about 4.000 people. The average duration of a symposium is one week. It can sometimes be stretched out to a longer period (e.g., 10 afternoons of 10 weeks).

Training through social academies

The social academies are schools of higher education, which in principle offer full-time day instructions. They organize numerous part-time courses in addition. Apart from the full-time students numbering approximately 4.000, and who enjoy full-time instructions during the day (in the field of personnel management, cultural and social work), there are about 2.500 people who are already active in this field, but who pursue a part-time course (1 to 2 days per week) of training, which is rated at the same level.

The social academies also organize training for about 3.500 people in the same field but on a more specialized basis. This involves mostly part-time training on behalf of people already in full-time employment.

Training of helpers for the aged

This institutions concerned with family care become more and more involved with help for the aged, who live alone, but who are not fully capable of coping with the tasks associated with living alone.

Mainly mature married women are active on a part-time basis helping the aged. These helpers are given a special course of instructions enabling them to get a better insight into the problems associated with this kind of work. These courses do not last longer than 24 hours of lectures which are given with compensation for loss of wages. This group amounts to approximately 3.500 students per year.

A more penetrative 2 years training is aimed at a full-time work force, particularly for work in old peoples homes. The aged in these homes are usually less able to care for themselves than the independent ones living on their own. This work force also includes many young women. As in the case of nursing this too is a kind of in-service training even though the training is given by outsiders. The numbers taking such a course amount to about 2.500. In future all these things could perhaps be incorporated into the sphere of the previously discussed apprenticeship.

Culture development centres

The cultural development centres are divided into two groups. First, those centres which can be classified under the heading "public high schools". They cover a large number of living-in type courses. Some involve the employee who is given the opportunity by the company to participate in such a course.

The trade union movement has also developed a number of the cultural institutions. They are of course geared entirely to the employers. The businesses who supply the students partly finance this scheme. Their cooperation is sometimes limited to granting the employee unpaid leave. In such cases, the trade union movement will also cover the loss of wages.

The numbers enrolled in these special trade union cultural development centres amount to approximately 7.000. No figures are available for the centres referred to in the first paragraph. Some of these courses last a week, some two to three days. It must be pointed out that some of the students on these courses originate from the group of works council members referred to earlier, who improve their skills as works council members in this manner.

As regards the financing of the training and cultural activities in the cultural development centres run by the trade union movement, it is also worth mentioning that at present funds are available which have been set aside by various branches of industry and are subscribed to by the companies who pay in amounts related to the number of their employees.

The courses organized by the trade union movement are the ones that qualify for support from this fund. In this manner, the burden of finance (loss of wages and fees for the course) is removed from the individual company and borne by the entire branch of industry. The cultural development centres run by the trade union movement receive a certain amount of subsidy from the Government.

Teaching personnel

In the Netherlands, there are more than 3 million pupils receiving full-time day education. The teaching profession which covers the entire body of teachers from the highest level to the youngest level of teaching, involves more than 100.000 teaching personnel. Quite a lot of changes have taken place in the educational system: both the content of the vocational courses and the didactic methods used in transmitting knowledge have changed. The authorities now organize a large number of application courses, some lasting a short and others a long period (usually in the evenings) where the existing body of teachers get the opportunity to refresh their knowledge in certain subjects. Several thousands of teachers take advantage of these facilities.

E. Collective agreement (c.a.o.) stipulations for adults

One stipulation among a large number of important ones adopted in the c.a.o. is that the employee shall be able to take a short paid leave in order to sit professional exams.

As regards taking advantage of incidental opportunities to enrol for cultural and educational courses (hence not a regular education), there are only a few c.a.o's where the question of leave with pay has been regulated. These are concerned with the following branches of industry: horticulture, the sugar industry, sugar processing industry, sweets and chocolate industry, drink industry, confection industry, metal industry, wholesale industry in technical products, wholesale textile, wholesale food industry, retail potato industry, fruit and vegetable industry, large concerns in the house building industry, banking, catering industry. No figures are available to show the extent to which these regulations are made use of.

Additionally there are many c.a.o's with regulations on short leave for those partaking in trade union activities. Here it concerns mostly attending trade union congresses and other meetings organized by the trade unions.

F. General

Up to the present day, the educational leave in the Netherlands has hardly been developed at least when one ignores the apprenticeship system for young people. These are however necessary for the health of industry, since more elementary technical schools aim less and less at turning out specialist tradesmen. They see it more as their task to provide the students with a more general knowledge covering a wider field. The more specialized technical schools fit in to the apprenticeship system.

The educational leave is therefore a very ragged subject with hardly any figures to show the number of students and costs. The concept of permanent education has to a certain degree become weel-known in the Netherlands, but a start has yet to be made to put some body to it and to produce an infrastructure around which it can develop.

The two clearest and most extensive developments concern the education and training of young employees (15/17 years old) and the works council members.

It is to be hoped that the training and cultural centres of the trade union movement will play an important part in this field. The centres will have to be developed to provide part-time education for the young people (of which there are several hundreds of thousands).

EDUCATIONAL LEAVE IN THE UNITED KINGDOM

by Dr. A. Ghazzali
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INTRODUCTION

The purpose of this report was to elicit information on current practices in the area of "Educational Leave".

Information currently available on "Educational Leave" is limited and sometimes non-existent. The situation is further complicated by the fact that during the last six years personnel policy and practices have undergone radical changes in some companies. Detailed comparisons may, therefore, be misleading.

In an effort to supplement the available literature, 95 companies were contacted and 48 responses were made. As seven of these 48 companies had similar conditions of employment for all employees (i.e. single status) a number of tables show the practices in only 41 companies. The information given by these 41 companies showed differential treatment between staff and works employees in at least one aspect of special leave allowances.

In none of the national agreements, is there any specific provisions for educational leave (with or without pay). In general these agreements advocate an extension and adaptation of knowledge and occupational skills of workers as an investment in the interest of workers, employers and the community at large.

These agreements derive their posture from the Collective Bargaining Agreements system in this country and for this reason a chapter is devoted to Collected Agreements. It should be noted, however, that the Industrial Relations Act 1971 has since been repealed.

At present, the Government is actively considering the whole question of "Paid Education Leave" with a view to the formulation of policies. Moreover, from the results of this study, there are few indications that new attitudes are being taken in current personnel practice as regards this question of Educational Leave.

In short, there is no coherent arrangement for "paid educational leave" as a legal right either within, or outside, the context of "éducation permanente", but rather, there is a series of ad hoc arrangements which sometimes approach best continental practice.

CHAPTER I

I. Collective Agreements

In all the original member states of the European Community the law is far more extensive and plays a greater supporting role in the regulation or relations between employers and trade unions that in the U.K., Denmark or the Republic of Ireland. This distinction is, in general, due to the emphasis on voluntarism in the last two countries, whilst the lack of legal intervention in the U.K., until the 1971 Act, arose partly from the fact that universal male suffrage was not granted here until 1918, by which time industrialization and the growth of what is now the largest trade union movement in Western Europe, has already had a marked effect on the nation's economy.

The concept, central to the U.K. Industrial Relations Act, that parties to collective bargaining should register to gain certain "immunities", does not exist in the other original member states of the European Community.

Although the right not to belong to a trade union exists, for example, under French, German and Swedish law, no counterpart to the heated debate which has surrounded section five of the Industrial Relations Act has occurred. This has much to do with the historical growth of and attitudes towards trade unionism in different countries, and is once more a reflection of the traditional scepticism of the U.K. unions about the law which has encouraged them to place great emphasis on the size of their membership as a sign of strength rather than relying on legal remedies.

Legal Framework

The major sections of the Industrial Relations Act 1971 came into operation on the 1st March 1972. This Act was meant to mark a watershed in the legal regulation of collective bargaining in Great Britain, but because it may be modified at some time in the future, some attention is required to both the before and after situations. The need for such modifications is largely due to the fact that the major assumption of the legislators was that the unions would register. That they have refrained from doing so calls into question some of the fundamentals of the Act.

Before the Act came into force it was generally assumed that although voluntary collective agreements were not legally binding (unless such an intention was written in by its signatories), any terms of these agreements deemed reasonably and readily applicable would be incorporated into the individual contract of employment. This question has not been tested in the court, and must remain an assumption.

The Industrial Relations Act 1971, reverses the position and says that any written collective agreement reached through voluntary joint negotiations is presumed to be legally binding unless otherwise stated. This still leaves open the question as to whether such an agreement without a disclaimer would stand the test of the courts, i.e., as to whether the precision of language used in such agreements would make it legally enforceable. The current Electrical Contract Agreement has no disclaimer, but in many instances the language is vague and imprecise and one would question its ability to satisfy the court. In fact most agreements reached since March 1972 have included a disclaimer Clause, but where written agreements do not include one, it is now an "unfair industrial practice" for any person to :

- Break all or any section of it which is intended to be legally binding;
- Fail to take all practical steps to prevent any of the signatories (or those claiming to act for them) from acting contrary to any undertaking given in the agreement.

Where satisfactory agreed procedures are lacking, to the detriment of what the Act calls "good industrial relations", the Act provides for investigation by the Commission on Industrial Relations (C.I.R.), to identify the causes of a breakdown in industrial relations and to prescribe remedies. In order for a C.I.R. investigation to take place,one of the parties, or the Secretary of State for Employment, must apply to the National Industrial Relations Court (N.I.R.C.) which has first to be satisfied that there are grounds for complaint. A union which is not registered under the Act cannot investigate proceedings.

Four main pieces of legal machinery were either created or given new status under the 1971 Act :

- The National Industrial Relations Court composed of a presiding High Court Judge who sits with lay members to hear applications, complaints or appeals from any party concerning industrial relations problems that are significant on a "collective" or "precedent-setting" basis. Parties may apply to the Court for :

  - an order relating to recognition
  - a cooling-off period in the event of disputes of national significance.
  - the establishment of procedure agreements.

  Parties can complain to the court that another party has committed one or more "unfair industrial practices" (detailed in the Act), or a breach of duty. Parties may also appeal to the N.I.C.R. from a judgment given by an industrial Tribunal or from a decision of the Registrar of Trade Unions and Employers' Associations. The three main remedies of the N.I.C.R. are an order to determine rights, an award of compensation or an injunction.

- Industrial Tribunals, previously established in 1964, are each chaired by a lawyer who sits with lay members and will now generally hear complaints of unfair practices or breaches of duty or contract which have either individual or purely local significance. Appeals from tribunal decisions are normally heard by the N.I.C.R.

- The C.I.R., originally set up in 1969, is composed between six and fifteen full or part-time members and carries out any inquiries requested by the parties, the court or the Secretary of State for Employment. Its tasks are to secure informal settlements of differences, conduct ballots in connection with recognition and union security, administer the terms of the emergency provisions and to inquire into proposals relating to the establishment of abolition of wages councils. The last job was previously carried out by the ad hoc committees set up by the Secretary of State.

- The Office of Registrar of Trade Unions and Employers'Associations was also created by the Act, so that closer supervision could be exercised over the content of union rule books, with particular reference to admission, discipline, election and inter-union disputes. This replaced the former Office of Registrar of Friendly Societies.

Wages councils (originally set up in 1909) cover a variety of trades and industries, where wages are either generally low for one of a number of reasons, or there is very little organization of either workers or employers, or both. About 50-60 separate trades are recognized in this way; agricultural wages are covered by a similar but separate agreement. Each wage council is composed of workers and employer representatives and three "independent " members selected and appointed by the Secretary of State for Employment. Their function is to recommend terms and conditions of employemnt for their trade; these are published as an order by the Secretary of State, and have the force of law throughout the defined area.

A wages Inspectorate "polices" the trade to ensure that orders are being complied with. This is as near as Britain comes to having a minimum wage.

For public sector employees an attempt to ensure that their terms and conditions of employment are in line with general industry patterns is facilitated by the Fair Wages Resolution of the House of Commons. It states that all those contracted with the government shall observe terms and conditions of employment in respect of all employees (i.e. not only those engaged on the contract) not less favourable than those negotiated for the trade or industry or determined in other ways (e.g.

by arbitration awards or the wages order of a wages council). Resolution of any dispute on this issue is referred to the Industrial Arbitration Board.

Since neither the trade union nor the individual employee are party to the procurement contract, they acquire no special position by virtue of the Fair Wages Resolution. The Government has from time to time had recourse to the legal remedies open to it as a contracting party.

Three other pieces of legislation over the past ten years provide a national minimum in certain aspects of the employment contract. The Contracts of Employment Act 1963 compels employers to provide certain minimum periods of notice dependent on the length of service. Under the Redundancy Payments Act 1965, employees declared redundant are on the whole entitled to certain minimum amounts of compensation for their loss of employment; the amount of compensation varies with age and length of service. The Industrial Relations Act 1971 introduced the concept of unfair dismissal and provides legal remedies (via the established Industrial Tribunals) for the individual who considers he has been dismissed for insufficient cause. Whilst some voluntary agreements may make more advanced provisions in all of these areas, these Acts establish a "floor" of rights on these issues.

A. Parties

1. Trade Unions

In January 1972 there were nearly 11 million trade unionists in the U.K., covering approximately 480 unions, half a dozen of which are quite large. This meant that about 44 per cent of the population was unionized. The majority of trade union members in the U.K., belong to organizations which are affiliated to the Trade Union Congress (T.U.C.), the only trade union centre in the country of any significance. The T.U.C., has been firmly opposed to the concept of registration laid down by the 1971 Act and the majority of its members have not registered.

There are 47 federations of unions in the United Kingdom and although this number has remained fairly constant, there is evidence of union amalgamation in recent years. Affiliations of unions to federations may be multiple or partial depending on the structure of the trade unions in a particular industry: in some industries such as engineering and shipbuilding, a considerable amount of the national, regional and district bargaining is carried on through such federations.

Many trade unions have sections devoted to white-collar workers, including managerial and supervisory categories; other unions almost exclusively concern themselves with these grades.
Whilst at present only about 30 per cent of the eligible white-collar employees are members of unions, it is expected that this figure will increase quite markedly and rapidly, regardless of the major industrial relations legislation.

2. Employers' associations

The majority of workers in Britain are employed in firms which are "federated" to employers' associations. There are about 800 independent national employers' associations and a large number of local affiliated associations. According to the Confederation of British Industry (C.B.I.), the major national employers' association, federated companies employ 80 per cent of the industry's labour force, and in general the figure is above 50 per cent.

The non-federated firms are for the most part small, although in the 1960's a number of large companies, particularly North American ones, opted out of federations so that they could innovate more freely in their domestic agreements. The prime example here is the development of productivity bargaining, whilst the introduction of fixed term contracts and financial benefits not to strike are also of note.

B. Level of agreement

Bargaining in Britain occurs at national, district or local (company or plant) levels. Most industries have agreements from national bargaining, particularly on basic wages, overtime and shift premiums, vacation and holiday entitlements, hours of work and study leave which are worked out by employers' associations and federations or confederations of unions. At the district level bargaining tends to be associated either with particular industries, which are themselves highly localized, or with certain well-identified geographical regions.

Local bargaining has increased in significance in the post war period due to a variety of factors, including technological development and the advantage to the trade unionist of local bargaining in conditions of relatively full employment. Such bargaining tends to rely on the "national floor" of conditions as a foundation on which to build local improvements.

The Royal Commission on Trade Unions and Employers' Associations (1965-68) drew attention to the duality of the system in Britain, and distinguished between the formal and informal systems; the former being closer to national level arrangements, the latter associated with the emergent and embryonic arrangements at local levels linked to the growing shop steward movement, and largely based on custom and practice which is not codified. The Commission generally felt that the informal system should be allowed to develop more fully, although this might decrease the importance of established national arrangements.

C. Content

Traditionally, national agreements in Britain make the form of statements of minimum wages and conditions which normally apply for an indefinite term. Outside the public sector there is an increasing number of comprehensive formal agreements.

Before the introduction of certain "minima" by legislation in the 1960's these agreements formed the whole of the national level attempt to regulate the broad foundations of the labour market operation. They usually contained :

- the procedures to be followed for the resolution of grievances or issues
- the national (i.e., minimum) rate applicable to the various classes and types of work covered by the agreement, together with a statement about the relations between the basic national rate and local arrangements for piecework, bonus or other incentive payments.

- the normal hours of the working week to be paid at the agreed rates, plus a statement about overtime and shift premiums applicable
- the normal annual and statutory holiday entitlement of the individual worker and the basis of payment. This can vary according to grade or class of worker and service
- in addition, provisions to avoid demarcation and jurisdiction disputes, aimed at preventing erosion of craft skills.

On the other hand, local (plant or company wide) agreements generally cover most of the above issues but, by relating them to local conditions tend to be more specific, e.g. about shift premiums or holiday entitlement or hours of work. These agreements are more likely to extend the scope of the bargain into areas which are either not dealt with nationally, or treated in a superficial way. One often finds that local agreements cover :

- procedures in relation to discipline, disputes or general grievances relating to the plant or company;
- promotion opportunities dependent upon merit or seniority;
- arrangements for dealing with redundancy or short time working relating to the particular plant or company situation ;
- arrangements to resolve manning questions in particular types of jobs, which can affect the operation of productivity agreements, and job evaluation schemes;
- methods of payment (e.g. weekly, monthly, by cash or cheque) these include :

  1° piecework schemes;

  2° measured day work schemes;

  3° job grading systems;

  4° sick pay schemes and to a lesser extent:

  5° pension provisions;

  Points (4°) and (5°) are often associated with status considerations.

  6° the provision for consultation;

  7° recognition of certain trade unions (alone or in concert) as the formal organizations with whom management will deal on all domestic matters in the plant. Such provisions may include the recognition of one union's officers as authorized to represent small groups of workers who are members of another union.

Since many of these local agreements are ad hoc , few have comprehensive and codified coverage. Given this situation, it is not uncommon to find specific issues in agreements being renegotiated regardless of established terms and conditions, so that there is no single document which codifies the "custom and practice" position.

D. Current developments

There is little doubt that with the passage of the Industrial Relations Act 1971 the British system of collective agreement has undergone a shift away from lightly constrained voluntarism to a system in which the law, in theory at least, plays a major role. Most unions have consistently opposed the provisions of the Act. They claim that its fundamental misconception is to treat the loose, flexible structures of a trade union in the same way as the clear cut organizations found in business. Such a view, they claim, ignores the position of the shop steward who, whilst he may collect union dues, is primarily representative of a group of fellow workers. Further, the established unions have, in general, tended to avoid the Act by non-registration.

During the last Conservative Government's term of office, both T.U.C., and the Labour Party issued a joint policy statement which included a promise to extend "industrial democracy", and called for voluntary collective bargaining and the repeal of the Industrial Relations Act.

On the 1st May 1974 the present Labour Government repealed the Industrial Relations Act, as a result of which it is difficult to foresee the trend of British Collective bargaining at this moment.

It is clear, however, that the scope of collective agreements is continually widening, to include not only traditional areas such as wages, but also pensions, working conditions and holidays. Unions are keeping a close eye on the collective agents of their European counterparts.

E. Educational leave

In none of these national agreements, is there any specific provisions for educational leave to employees (with or without pay) as a right. These agreements in a very general way advocate broad elements of policy designed to promote an extension and adaptation of the knowledge and occupational skills of workers as an investment in the interest of workers, employers and the community at large, e.g.:

"To encourage self-development and higher standards of skills, in order to provide greater job satisfaction and pride in achievement, thus making for increased efficiency and greater security" (Agreement between United Biscuit Limited and the Union of Shop, Distributive and Allied Workers dated 27th November 1968).

"The employer shall offer the possibility of taking part in training courses organized by himself or with his collaboration to workers he considers suitable to attend them, according to their activities or abilities" (Agreement between Metal Box Company and U.S.D.A.W. dated 4th April 1970).

"Shop stewards shall be given opportunities for suitable training and education" (Agreement between Tate and Lyle Limited and Transport and General Workers' Union dated 22nd February 1969).

There are however, several collective agreements mainly in the private sector where the employers usually pay a trainee his full salary on study leave. But in practically all such cases, the grant of leave is determined by the potential value to the employer of the training in question.

In the public sector, there are also collective agreements for leave of absence for study purpose, at the national, regional and local levels in respect of civil servants, teachers, doctors and other professionals. But, here again, these agreements provide essentially for vocational oriented studies.

II. VOCATIONAL TRAINING POLICIES IN THE UNITED KINGDOM

Vocational training in the U.K. has a wide connotation including not only industrial training - a major component, and one regarded primarily as the responsibility of the employer - but also preparation for doctors, teachers and a wide range of other occupations, primarily recognized as the responsibility of the education service. It should be noted at the outset that the great bulk of training is arranged or provided by employers. It should also be noted, on the one hand the work of industrial training boards, which concerns the over-all training needs of particular firms and industries; and on the other hand the direct contribution of the Government to enable individuals to train or re-train in order to obtain new or better jobs.

A. Responsibilities of Industry and Government

In the U.K. initial training for employment in industry has for the great bulk of employees always been seen as industry's responsibility . Retraining for new employment within a firm and training required by a firm for its employees in mid-career have also been regarded as largely the responsibility of industry, which is judged to be best able to re-train to its own requirements, particularly at operator level. Since 1964 industry has fulfilled its responsibilities under the aegis of industrial training boards, described below. Accelerated training for a number of skilled occupations has, however, been provided by the Government on a limited scale for a good many years past through the Vocational Training Scheme administered by the Department of Employment. The most important of the facilities afforded under the Scheme have been in Government Training Centres. Legislative cover for these Government activities has been provided by the Employment and Training Act 1948.

Industrial training may be thought of as comprehending both the more limited sense of the acquisition of certain standards of mental and manipulative skills and the wider sense of education relevant to employment - the acquisition of knowledge and understanding, and the related development of the individual. Sometimes these components are blended into a single programme (as in the full-time integrated courses mounted in colleges of further education for first year engineering apprentices); in other fields training is given by the employer and the trainee is released for a day each week to colleges for the appropriate further education. At other levels, such as professional and managerial, the education contribution may take the form of full-time courses, initial or post-experience, at a polytechnic or university.

B. The Industrial Training Act 1964

Before 1964 the training activities of industry were largely unco-ordinated and left to the decision of individual enterprises. By that date, however, it had become generally recognized that the amount of training undertaken in industry was insufficient and that shortages of skilled labour were holding back the rate of economic expansion; that its standard was very uneven; and that the cost was borne unequally as between firms which trained and those which did not. Some means of stimulating training and directing the efforts of employers was accordingly seen to be necessary. The Government, therefore, introduced the Industrial Training Act 1964, with the following three main objectives:-

1. To ensure an adequate supply of properly trained men and women at all levels in industry;
2. To secure an improvement in the quality and efficiency of industrial training;
3. To share the cost of training more evenly between firms.

C. Industrial training boards

The Act empowers the Secretary of State for Employment to establish industrial training boards in order to improve training in particular sectors of industry or commerce. Each board consists of an equal number of employer and worker members and a lesser number of educationalists. Training boards are largely autonomous in their day-to-day operations but are required to seek from time to time Ministerial approval of their proposed activities. The primary duties of boards are to ensure that sufficient training is provided in their industries under employers' arrangements and to publish recommendations on the nature, content and length of training and further education to be associated with it. They may also provide training facilities in their own centres and advise through their own staff. They are concerned with all levels of skill. In addition to providing a considerable financial inducement to firms to increase the quantity and quality of training, the levy and grant system was intended to have the effect that those employers who provided no training at all should, through their levy payments, contribute towards the cost borne by those who did.

By 1972, 27 industrial training boards were in operation, covering some 15 million workers in major manufacturing and service industries out of a total employed population of about 24 million. In their early days Government grants and loans helped industrial training boards to set up their administration and develop their work in accordance with over-all policy. For example, grants were made available to help increase the number of places in "off-the-job" training centres and the number of technologists and technicians attending colleges of further education. Research into training techniques was also helped in this way.

D. How the system works

In 1971 the Government reviewed the achievements of the training board and levy grant system outlined above. They concluded that boards had much to their credit. Their efforts had led to improved arrangements for initial training, particularly at craft level. Through boards setting standards and advocating new training methods the quality of craft training had been greatly improved and its duration shortened in many cases. Comprehensive arrangements had been developed between the boards and the education service for collaboration in the planning and provision of training and related further education. The education service had been enabled to contribute extensively and in a wide variety of patterns: day and block release, sandwich courses, and full-time courses ranging from a few days to several months. Under Government stimulus the training of training Officers and instructors had been developed, training in commercial and clerical occupations promoted and management training encouraged. Group training schemes (under which employers otherwise too small to provide training themselves pooled their resources) had been financially supported and had greatly increased in number. Industry was now much more aware of its training responsibilities and, particularly at senior management level, of the value of training. The system of levy and grant had given boards a point of contact with individual firms, who were now giving more serious attention to their training arrangements if only because of their financial implications.

Nevertheless, the operation of the levy grant system had been widely criticised. The review showed that it had largely failed to redistribute training costs. In some boards there had been relatively substantial transfers of money as intended - from firms with a low level of training to those with a high level - but in general the employer who trained beyond the needs of his own business received little compensation for his extra costs, while firms which relied on recruiting workers trained by others did not contribute substantially to the cost of their training.

Small or highly specialized firms had met particular difficulties in applying the levy grant system to their situation. Some sectors in which such firms predominated or which had an unusual distribution of skills in their labour forces were receiving a low return of levy in the form of grants whilst other sectors where these conditions did not apply were enjoying a higher return. Some boards tried to remedy this by fixing different rates of levy for different sectors or by adjusting grants in order to achieve an equitable return to each of the sectors under the board's control. Where this was not achieved the relations between the boards and their industries had tended to suffer.

Further, the system was criticised as being too inflexible. Firms not in the mainstream of industry, and again particularly small firms, had tended to find board's standard training requirements to be inappropriate to their situation, and out of touch with their real requirements. A general criticism was, moreover, that the levy grant system had tended to concentrate attention on maximising receipt of grant rather than on training itself. Some board's relations with their industries were further strained when, owing to difficulties over predicting volumes of claims for grants, expenditure unexpectedly escalated and created the need for sharp increases in levy rates or heavy borrowing by boards.

The review acknowledged, however, that boards had been alive to these problems. In particular a significant number of them had moved towards the idea of exempting from the levy grant system those individual firms that had reached a sound standard of training.

E. General objectives and policy

In the course of its general review the Government formulated objectives and policies for industrial training. It endorsed the views of its national advisory body on training - which some years before had set out the aims of industrial training in the following terms:

"To ensure that enough workers with the requisite skills are available in the right places at the right time to do efficiently the jobs needing to be done".

"To provide better opportunities to individuals to develop their skills and use their abilities to the full".

This statement emphasised the dual aspect of training - the economic benefit to the individual enterprises and the community, and the social importance of wider opportunities for individuals.

The Government considered that in setting objectives for policy it was necessary to distinguish between training given by individual employers to their own workers and training provided by public authorities to men and women desiring to equip themselves for new jobs. In devising policy it was helpful to take this further and to distinguish five aspects-

1° training arranged by particular employers to meet their own immediate or foreseeable needs;

2° training going beyond the obvious needs of particular employers but necessary to meet the foreseeable needs of an industry as a whole;

3° training given to individuals to meet national economic needs, going beyond the obvious needs of particular industries;

4° training given to individuals to enable them to take new - or better - jobs which they cannot get without first acquiring new skills;

5° The contribution of education.

Brief comments on each of these aspects in turn are given below.

1. Training arranged by particular employers to meet their own Immediate or foreseeable needs

Most training is - and is likely to remain - of this character, whether the employer himself provides the training or arranges for its provision elsewhere. It includes induction of new workers; systematic training of school leavers, sometimes over several years, complemented where appropriate by further education; and training of supervisory staff and managers throughout their careers. Particular needs will vary considerably from enterprise to entreprise, and individual managements are best placed to decide what those needs are, with appropriate advice and help from outside sources.

In this area of training the aims of policy are :

a) to ensure that employers are adequately stimulated to assess properly their training needs;

b) to provide individual employers with access to information about training standards and techniques and to advise on the application of these in their own enterprises;

c) to provide employers with external training facilities where these are needed to supplement their own training.

2. Training going beyond the obvious needs of particular employers but necessary to meet the foreseeable needs of an industry as a whole.

Some training activities go beyong the direct interests of individual firms but may be desirable, or even essential, for the well-being of an industry as a whole. It may be desirable that the training given to particular workers throughout an industry should be an agreed standard. Again, the development of new training courses suited to modern conditions in some cases needs to be arranged on an industry basis. Here individual firms cannot act in isolation.

Individual employers may not train erough people in total to meet the long-term needs of the industry: for example, where training is lengthy and expensive, where the immediate benefits to the individual firm are small, and where the skills acquired can readily be used by the worker in other employment.
In particular there may be undesirable cut-backs in such training in periods of financial stringency, with serious effects which only appear much later.

Here the aims of policy are:

a) to maintain adequate machinery for the setting of agreed standard for training for particular occupations;

b) to stimulate firms to use up-to-date methods to train to these standards;

c) to develop machinery which can ensure an adequate supply of trained workers in occupations essential to the industry if individual firms do not do this themselves.

3. Training of individuals to meet national economic needs going beyond the obvious needs of particular industries

Some training needs go beyond the requirements of particular industries; the failure to meet them affects the performance of the economy as a whole. It may be necessary to retrain workers from declining industries and to equip them with new skills; or to provide training to meet serious shortages affecting the economy as a whole, for instance in key occupations needed in a wide range of industries e.g. managers, accountants, computer staff.

The aims of policy in this area are:

a) to ensure that adequate facilities are available for training in skills not specific to particular industries;

b) to provide for retraining workers from declining industries for needs of expanding ones.

4. Training given to individual men and women to enable them to obtain new jobs which they cannot get without first acquiring new skills.

It is also necessary to provide for the needs of individual men and women who want to acquire new skills which will fit them for new or better jobs. Some, particularly the older, may not be able to find an employer who is prepared to give them the new opportunity they want. Moreover, with increased industrial and technological development more people than in the past will need to change their career during their working lives. Facilities are therefore needed to meet this social need, but in doing so they serve also an economic purpose.

In this area the objectives of policy are:

a) to provide facilities for training for those who cannot get an employer to do so;

b) to make adequate financial provision for workers who use these facilities;

c) to change workers' attitudes so that they are more willing to take a course of training in order to improve their chances of getting the sort of job they want.

5. The contribution of education.

Education has an essential contribution to make in helping people to prepare for their jobs and careers both in relation to their first entry into employment and during their working lives. The contribution may vary greatly, depending on the individual and the nature of his or her work. It can range from broadly based initial vocational education, through more specific further education designed closely to complement a carefully planned programme of training, to highly specialised post-experience courses, arranged ad hoc for employers.

F. New framework for industrial training

In late 1972, following consultation with both sides of industry, the boards and other organizations concerned, the Government announced proposals for a new framework for industrial training. The full scope of the proposed arrangements was set out in a Government White Paper published on 2nd March 1973 to accompany a new Employment and Training Bill presented to Parliament. This is expected to replace the Employment and Training Act 1948 and modify the Industrial Training Act 1964.

The Bill provides for the setting up of a Training Services Agency which will co-ordinate the work of industrial training boards, develop training where needed in sectors not covered by the boards and administer the training schemes currently provided by Government. The Agency will have its own management structure, as has the Employment Service Agency already set up within the Department of Employment. The Agencies will in late 1974 cease to be parts of the Department and will be put under the control of the Manpower Services Commission, acting as the Commission's executive arms in their respective fields. This arrangement recognizes the complementary nature of employment and training services and also that both need to be put in an industrial rather than a civil service context.

The Manpower Service Commission is made up of a Chairman and 9 members drawn from both sides of industry, local authority and education interests and accordingly is the means whereby the active participation of industry in decisions and arrangements in regard to both employment and training and the collaboration of the education service can be secured. The Commission will carry out its functions in accordance with broad directions issued by the Secretary of State for Employment.

Industrial training boards will continue to have responsibility for encouraging adequate training in their own industries. The levy grant system will however be replaced by a levy grant exemption system which is different in important respects. Each board will exempt from levy any firm which applies for exemption and which in the board's opinion trains its workers adequately. It will be for boards to define in consultation with their industries what is to be regarded as adequate training. Boards will be able to make release of workers for further education associated with training, a requirement for exemption in appropriate cases. It will, therefore, be open to boards to set exemption standards which, together with the use of levy grant for firms which are not exempt, aim to ensure that existing standards of training are maintained and that there is a continuing stimulus to improve.

Boards will no longer have a duty to raise a levy but will continue to have a power to do so. The Manpower Services Commission will be able to direct a board to submit levy proposals. Levy will be subject to a normal upper limit of 1 % of the firm's payroll. The Secretary of State will retain power to make a levy order above this limit, in this case subject to the affirmative resolution procedure in Parliament. It is not, however, the Government's intention that levy should exceed 1 % otherwise than in quite exceptional circumstances which make it necessary.

These arrangements will mean that firms (or establishments) where training standards are adequate will be able to free themselves from the complications of the levy grant system, while still availing themselves of board's services. A firm which feels that it has been refused exemption unreasonably will have access to an appeal procedure provided by the relevant board, and finally, if dissatisfied with an adverse decision of the board, to a special independent appeal body set up by the Secretary of State.

Since many firms will not be paying levy, it will no longer be appropriate for the administrative expenses of the board to be met out levy income; instead the Manpower Services Commission will meet them from its grant-in-aid. The Commission will also provide out of its grant-in-aid funds to enable boards to encourage key training activities in their industries. It is intended that when the arrangements are in full operation up to £ 35 million in a full year should be available to the Commission for these purposes and to promote adequate training in sectors of employment not covered by boards.

Boards will have both the authority and the responsibility to secure adequate training in their industries, and it will be for each board to identify needs and priorities in its own industry, and to develop its activities accordingly. The Commission will have a coordinating role, and one aspect of its work will be to ensure that the resources at its disposal are used effectively and with a due sense of priorities. Boards will, therefore, discuss and agree their forward plans and budget each year with the Commission. Equally, if will be possible to compare the results achieved in practice with what is planned to achieve. The new arrangements will in no sense detract from the need for boards to maintain the closest relations with their industries, and to hold themselves accountable to them both for their activities in general, and in particular for their operation of the levy grant exemption system.

G. Expansion of Government training schemes

During the years when training boards were being set up, the objectives of the Government's own Vocational Training Scheme, which hitherto had been largely directed towards the re-settlement of ex-servicemen, the unemployed and the disabled, became more consciously economic and the number of training centres was increased. Although disadvantaged groups continued to be eligible for training under the scheme, there was a considerable increase in the proportion of trainees who had left their jobs to be trained for more skilled work or to modernise their existing skills.

The Government's review in 1971 of training also covered the operation of its own Vocational Training Scheme. It was concluded that although generally speaking the scheme had worked well a number of constraints had limited its value. The number of persons trained was relatively small; the range of courses offered was restricted mainly to manual skilled trades; and very long waiting periods were being experienced by people seeking training in the most popular of them. It was also recognized that these direct training services of the Government ought to be much more closely co-ordinated with the efforts of industry itself.

In Assisted Areas (1) some of these weaknesses were already being tackled through schemes of Government aid (mainly financial) introduced before 1971 to help firms in these areas. Grants have been available to employers who provide additional training places (usually "off-the-job") for craft, technician and semi-skilled trainees or who created other additional jobs for which workers require training. The Department of Employment has also provided direct training services to employers moving into or expanding in these areas. In addition, grants have been paid to firms in these areas towards the training of certain unemployed workers aged 45 or over.

In February 1972 the Government announced that the Vocational Training Scheme would be considerably extended, and under the new name Training Opportunities Scheme, would present a much wider choice of courses both in levels of skill and variety of occupation, ranging from semi-skilled to management and comparable levels. The number of Government Training Centres would be increased and much greater use made of facilities in Colleges of Further Education and employers' establishments. The Scheme was introduced in August 1972 and is available to all men and women wishing to retrain for new employment.

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(1) These are areas of the country where industrial redevelopment is necessary and where, under its regional policies, the Government seeks to attract new industries or secure the expansion of existing ones. The range of assistance offered to employers includes assistance towards training.

In recognition that industry continues to have responsibility to train young persons entering employment, it is a normal condition that applicants should have spent at least 3 years away from full-time education. Training is full-time and is open to the unemployed, those in employment and to self-employed (provided they are willing to leave their present work) and to those outside the employment field but wishing to return to it. Courses are free and training allowances are paid. Its objective is primarily to cater for the training ambitions of applicants, though the range of courses available will have some regard to long term employment possibilities. The objective of the scheme is to increase the number of people training under it from 15,500 per annum in 1971 to 60,000 - 70,000 in 1975 and to 100,000 as soon as possible after that.

These expanded facilities are intended to help achieve the policy objective of providing training for persons seeking a different or better job for which they require new skills. In this way they meet a social need as well as serving an economic purpose.

III. THE ORGANISATION AND STRUCTURE OF GENERAL, VOCATIONAL AND TECHNICAL EDUCATION AND TRAINING IN THE UNITED KINGDOM

There are different systems of education in England and Wales, Scotland and Northern Ireland respectively. This section includes a description on the arrangements in England and Wales, Scotland and Northern Ireland respectively. Training is undertaken under arrangements which are common to England, Scotland and Wales; in Northern Ireland there are certain differences which are highlighted.

A. The educational system of England and Wales

1. Technical and Vocational Education

Technical and vocational education is provided by the further education establishments which form a very flexible system, permitting anyone to acquire whatever standard of qualification his capabilities and available time allow. There are no age limits and basic qualifications can be acquire en route to more advanced courses. There are nearly 700 colleges of further education offering a wide variety of predominantly but not solely vocational subjects at all levels ranging from shorthand and typing instruction to degree level and postgraduate work. Students now attend full-time, on a sandwich basis (when periods of study at college alternate with periods of practical training in industry) or part-time (when many of them are apprentices). They may enter the colleges on leaving school or at any stage thereafter.

Apart from a few specialist colleges the great majority of further education colleges are maintained or assisted by the local education authorities. Local authorities receive a substantial proposition of the cost of their education services from the central government.

Education at institutions of further education is not free but the fees are generally low and do not cover the cost to the local education authorities. The authorities are obliged by law to make awards at uniform rates covering the cost of maintenance and tuition, subject to parents' and students' income, to virtually all qualified students admitted to university first degree or designated comparable courses.

Where other courses of further education are concerned each local authority is free to formulate its own award-making policy but there is a wide margin of uniformity in the rates and conditions to these discretionary awards. For young people under 18 fees are often nominal and in many cases remitted entirely at least until the student reaches the age of 18, in some areas 19 (Appendix 1).

Further Education Colleges include :

a) 29 polytechnics which have been formed in recent years as the main centres of higher education within the further education system. Courses of higher education range from those immediately above G.C.E. Advanced Level or Ordinary National Certificate to those leading to first and higher degrees of the Council for National Academic Awards and to professional qualifications of degree-level.

b) More than 500 other major further education colleges which offer both advanced courses and lower level courses for technicians and craftsmen. They include local colleges of further education which offer mainly lower level courses for school leavers and adults: these include G.C.E. "O" and "A" levels which are more often taken at schools. Many young workers (about 628,000 in 1970-71 of whom about 250,000 were under 18) are released by their employers for a day a week to attend courses at further education colleges. A number of other young workers (about 57,000 in 1970-71) are freed by their employers to undertake short periods of full-time study (block release).

c) Some 60 art colleges providing full-time and part-time courses. A number provide advanced level courses starting at age 18, leading to the award of the Diploma in Art and Design which is a qualification broadly equivalent in standard to a university first degree. Dip AD courses are usually three-year full-time. From September 1973, however, four-year sandwich courses are available at some institutions.

There is a wide variety of two-year or three-year vocational courses which can be entered directly after leaving school at age 16 or later. There is, at present, no system of national certification of these courses; some individual colleges award their own certificates and diplomas and there are also some regional schemes of certification. Art and design courses are also provided at polytechnics and other further education establishments.

d) 41 agricultural colleges of which 36 are maintained by local education authorities. Most of the agricultural colleges provide part-time as well as full-time, sandwich and block-release courses, including courses leading to the award of the Ordinary National Diploma and the Higher National Diploma.

Courses in agriculture are also provided in agricultural centres attached to agricultural colleges and in the agricultural departments of further education colleges.

e) 4 National colleges providing courses of higher education for particular industries.

There are also very many evening institutes attended by over 1.5 million students following either vocational or recreational courses.

2. Teacher Training

Apart from university graduates, most teachers in primary and secondary schools qualify by studying at a college of education. At present all the colleges in a given area are members of an "area training organization" (normally based on a university institute or school of education) which is responsible for integrating the facilities in its area for the training of teachers and for overseeing the academic content of college courses. It is also responsible for the examination of students and for recommending those successful to the Department for approval as "qualified teachers". In the area training organizations, the university and its department of education the colleges of education, and local education authorities and teachers in the area are represented.

There are over 160 colleges of education in England and Wales. About two-thirds of them are provided by local education authorities, the remainder by voluntary organizations usually connected with a religious denomination. The voluntary colleges receive from the Department of Education and Science grants which cover the whole of their running costs and up to four-fifths of their approved capital expenditure.

Most colleges admit both men and women students, but some are for men or women only. Most colleges are residential, but they also take day students and there are a number of wholly day colleges catering mainly for students, often married or older than average, who cannot easily live away from home.

Students must be at least 18 years and must normally have obtained at least five passes at Ordinary level of the General Certificate of Education. (A Grade 1 pass in the Certificate of Secondary Education counts as the equivalent of an Ordinary level pass in the General Certificate of Education). They must also be in good health and be physically fit for teaching. Students who are British subjects normally resident in England and Wales may receive financial help to cover the cost of tuition, board and lodging, travelling and other personal expenses in accordance with their own or their parents' means. There is no upper age limit for entry.

At present most college of education students follow a 3-year full-time course but in specially approved cases, by virtue of their previous education and experience, older students may be allowed to follow a shortened course of two years or, very exceptionally, one year. There are opportunities for suitable college students to obtain B.ED. degree, together with a professional training, by means of a 4-year course. (Appendix 2&3).

The college course combines professional training for teaching with the personal higher education of the student. For the latter, colleges offer a range of subjects from which students choose one or two for study in depth as "main subjects" in the course. On the professional side, from a broadly conceived common base, the courses are slanted towards the teaching of children in particular age-ranges.

Until recently graduates might become qualified teachers without further special training. Those who graduated after 31 December 1969, however, are now required to take a course of professional training if they wish to teach in a maintained primary or special school, and for those graduating after 31 December 1973 this will apply to teaching in all maintained schools. Postgraduate courses of professional training are offered in university departments of education and in some colleges of education. British subjects normally resident in England and Wales may obtain grants towards the cost of this training.

In December 1972 major new policies were announced in the Government White Paper "Education: A Framework of Expansion". Amont these are greatly increased provision for in-service training of teachers, improved arrangements for instruction support of new teachers in their first year in school, and new structures for the initial training course, including opportunities to take a 3-year course leading to a Bachelor of Education degree at Ordinary Level (and in suitable cases an Honours degree after a fourth year) together with a professional qualification. More broadly-based courses are also planned leading to a Diploma for Higher Education after two years and thereafter to higher qualifications or training for a variety of professions including teaching.

During the next decade the need for initial training places is expected to decline, and the colleges of education will be more heavily engaged in the in-service training of teachers. They will also have a share in the expansion of higher education generally and assume, either along or in conjunction with other institutions, a diversified role.

3. Universities

All universities in Britain are financed on and operate on a national basis, so that students from any part of Britain may-if suitably qualified - seek admission to any of the 34 universities in England and Wales and the 8 in Scotland. Those in England and Wales are :

- Oxford and Cambridge, each of which is based on component colleges and has over 10,500 students;
- London, a federation of colleges and schools containing some 33,000 students;
- Durham (about 3,000 students) also based on colleges and Newcastle (about 6,000) which was a part of the University of Durham until 1963 when it became a separate university;
- Wales, a federal university with nearly 15,000 students;
- Manchester, Birmingham, Liverpool, Leeds, Sheffield and Bristol, the older civic universities, with between 6,000 and 9,000 students each;
- Reading, Nottingham, Southampton, Hull, Exeter and Leicester, the younger civic universities but all founded before 1939, with between 3,000 and 6,000 students each;
- Keele, founded in 1949, the first of a new generation of universities, followed by Sussex, York, East Anglia, Essex, Lancaster, Kent and Warwick each with between 2,000 and 4,000 students;
- Aston in Birmingham, Bath, Bradford, Brunel, City, Loughborough, Salford and Surrey, all former Colleges of Advanced Technology which have received university status since 1965, each between 1,500 and 3,500 students.

The universities are centres of both teaching and research. The full-time first degree course normally lasts about three years. About a quarter of these undergraduates read science, about a fifth each Arts subjects and social studies, a slightly smaller proportion engineering and a tenth medecine and dentistry. About a fifth of the full-time student population are post-graduates and the majority are aiming at higher degrees. Over half are engaged in research and about a fifth are taking the one year course of teacher training. A relatively high staff to student ratio is maintained in the conventional universities; over the past few years it has been about 1:8 overall.

There are five other institutions where the work is of university standard: the University of Manchester Institute of Science and Technology; the Manchester Business School; the Royal College of Art; the London Graduate School of Business Studies; and the Cranfield Institute of Technology which provides post-graduate and short post-experience courses in aeronautics and other technological subjects.

The Open University provides (part-time) courses leading to degrees by a combination of television, radio, correspondence, tutorials, short residential courses and local audio-visual centres. No formal academic qualifications are required for entry.

D. The educational system - Scotland

1. Administration

Scotland, although part of the U.K., has its own educational system. Education in Scotland (except university education) is under the general control of the Secretary of State. Education generally is the concern of the Scottish Education Department but the Department of Agriculture and Fisheries for Scotland administers the colleges of agriculture and the Scottish Home and Health Department supervises the school health service.

The Scottish Education Department does not itself provide schools or colleges. The Education (Scotland) Act of 1962 places on certain local authorities - the councils of the cities of Aberdeen Dundee, Edinburgh and Glasgow and the Councils of the 31 counties into which the remainder of Scotland is divided - the duty of securing the adequate provision of all forms of primary, secondary, and further education. The education authorities carry out their duty by providing publicly maintained schools and further education colleges, but in deciding what to provide they must take into account private schools and colleges.

There are two types of private schools. Grant-aided schools are conducted by bodies of managers who receive grants direct from the Scottish Education Department. The managers are required to pay the same salary rates to teachers and to observe other conditions as for publicly maintained schools. About 5 % of pupils under 18 years of age attend the 43 grant-aided schools; 27 schools are mainly secondary although most have primary department; other schools include special schools (for handicapped children). Independent schools are conducted by the proprietors without any aid from public funds. Between 2 % and 3 % of pupils under 18 years of age receive their education in independent schools and colleges, and almost all the institutions for higher education (universities, colleges of education and control institutions) are independently managed.

The aim of school education is to provide a sound general education; vocational education is regarded as primarily the concern of further education. However, in addition to technical subjects, the school curriculum may include for some pupils: business studies and economics, nautical subjects or navigation, and agricultural and horticultural science. All these subjects can be studied as a preparation for presentation in the Scottish

Certificate of Education Examinations. These are conducted by the Scottish Certificate of Education Examination Board. There are two grades in the examination

- Ordinary and Higher, the former normally taken at age 16, the latter one year later at 17. Since 1968, a Certificate of Sixth Year Studies has been available to pupils who have completed the study of their main subjects at Higher grade Scottish Certificate of Education Examinations are open to **candidates** in further education colleges and to external students as well as school pupils.

2. Further Education

Further education may commence whenever the pupil leaves school i.e. at present from age 16, and includes both part-time courses and full-time courses. In Scotland the term "higher education" is used to denote further education for persons who have attained a standard equivalent to the Higher grade of the Scottish Certificate of Education in a group of subjects. For pupils who leave school without the passes required for entry to higher education, a wide variety of further education courses is available according to their ability and the type of employment they have entered or intend to enter. These include full-time "pre-vocational" courses consisting of vocational and general education for those leaving school at 16, and both full-time and part-time courses to enable the students to sit for subjects in the Scottish Certificate of Education Examination. There are also many courses (mainly part-time) of a vocational character, for some of which there is an entrance requirement expressed in terms of Ordinary grade passes in the Scottish Certificate of Education Examination: students who pursue these courses successfully may later continue in courses of higher education.

3. Technical and Vocational Education

The more advanced courses, most of them full-time, are provided in 10 central institutions, which provide courses in science, technology, management, art, music and domestic science. These colleges are mostly situated in the four cities and serve not only the city but also the surrounding region. **They are** managed by governing bodies, which are independent of the statutory education authorities, representing the educational, business and/or professional interests concerned. Grant is paid by the Scottish Education Department.

4. Teacher Training

Only teachers who are registered or conditionally registered with the General Teaching Council for Scotland, are eligible for permanent appointments in primary and secondary schools and

entitled to payment on prescribed national scales.
Teachers are entitled to register with the Council if they hold a Teaching Qualification (Primary, Secondary and Further Education) awarded by a college of education.
Teachers trained outside Scotland may apply to the Council for exceptional admission to the Register.

A conditionally registered teacher is one whose qualifications fall short of the requirements for full registration but who is regarded by the Council as capable of giving useful service in the schools while remedying his deficiencies. Conditional registration will be for a limited time, normally not exceeding six months and during this period the candidate's qualification and experience will be reviewed by the Council which will decide on the further education and training that the candidate should be required to undertake in order to secure full registration. A candidate who is unable to satisfy these requirements within the period prescribed by the Council will have his conditional registration withdrawn.

There are 10 colleges of education in Scotland, all managed by governing bodies which include representatives of the education authorities, the universities, thechurches and the teaching profession. Their maintenance and capital expenditure is met from the Exchequer.

The main courses provided in the colleges are:

a) 1-year post-graduate courses leading to the Teaching Qualification (Primary Education);

b) 3-year courses, open to non-graduates, leading to the Teaching Qualification (Primary Education);

c) 1-year post-graduate and post-diploma courses leading to the Teaching Qualification (Secondary Education) and qualifying the holder to teach one or more subjects in a secondary school;

d) 3-year courses of practical and professional training leading to the Teaching Qualification (Secondary Education) in physical education;

e) 4-year, 3-year or 2-year courses leading to the College Diploma in Technical Education and the Teaching Qualification (Secondary Education) in technical subjects;

f) 4-year courses combining professional teacher training with higher academic study at university level, leading to the degree of Bachelor of Education and the Teaching Qualification (Primary Education) or the Teaching Qualification (Secondary Education);

g) a combined pre-service and in-service course centralised at Jordanhill College of Education, Glasgow, for persons holding appropriate technical, commercial etc., qualifications and

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leading to a Teaching Qualification (Further Education). The course consists of two months' full-time study at the College followed by one year of supervised teaching employment in further education and a further two months' full-time study at the College. It is open only to teachers who hold or have been offered an appointment in a further education centre and there is a Central Register to help suitably qualified applicants to obtain an appointment.

The minimum entry requirement for non-graduates are normally two Higher passes (including English) and four Ordinary grade passes (including Arithmetic or Mathematics or Statistics) in the Scottish Certificate of Education. British subjects living in Scotland may obtain grants from the Department towards the cost of training and maintenance.

C. Northern Ireland

The Education Act of 1947 as amended by Subsequent Acts govern public education in Northern Ireland. The statutory system prescribes three progressive stages known as primary education, secondary education and further education.

Public education in Northern Ireland, other than university education at the time of waiting this report is administered centrally by the Ministry of Education and locally by eight local education authorities who are responsible for securing that efficient education throughout the three stages of the system shall be available to meet the needs of the population. The Ministry of Education is responsible for co-ordination of the overall provision and for the determination of policy.

The Ministry is assisted by an Advisory Council of Education, a statutory body constituted under the terms of the Education Act of 1947, to advise upon matters connected with educational policy and practice and upon any questions referred to it by the Ministry. It is also advised in regard to particular aspects of its activities by the Youth and Sports Council of Northern Ireland which is also a statutory body, and by various standing committees among which are the Northern Ireland Teachers' Salaries Committee, the Northern Ireland Council for Educational Research and the Northern Ireland Unesco Committee.

The eight local education authorities, which are the councils of each of the six counties and of the two county boroughs, are responsible for the local administration of the education services and exercise their functions through education committees.

D. Technical and vocational education (further education)

Full-time and part-time further education courses are provided in Institutions of Further Education and as a part of the work of the Ulster College - the Northern Ireland Polytechnic.

There are 29 Institutions of Further Education all of which are under the control of local education authorities. Students are required to pay fees although the local education authorities has power to exempt students under 18 years of age from payment of fees provided they are in full-time attendance, and those over 18 years of age may qualify for scholarships.

The major provision for full-time students consists of courses in which general education is continued and, at the same time, preparation made for entry into industrial apprenticeship, commercial work, catering etc. For part-time students, courses of the Royal Society of Arts and of the City and Guilds of London Institute are also widely available.

Advanced level courses are now centred mainly in the Ulster College which is situated on the outskirts of Belfast. This is a self-governing grant-aided Institution similar in its range of work to the Polytechnics in England and Wales. The College is an amalgamation of the former Colleges of Art, Domestic Science and Physical Education together with new buildings for Science, Technology, Commerce and Management and Social Studies. The College offers a range of Higher National Diploma and Certificate courses as well as Professional and Degree courses.

1. Teacher Training

Facilities for teacher training are mainly provided by 3 general colleges of education - Stranmillis, an undenominational college for both men and women operated by a Governing Body on behalf of the Ministry of Education; and two colleges under Roman Catholic management, St.Mary's for Women and St.Joseph's for men. These colleges provide 3 year courses of initial training leading to the award of a Certificate in Education of the Institute of Education of the Queen's University of Belfast. The Colleges are also recognized by Queen's University for the instruction of matriculated students in courses leading to the Degree of Bachelor of Education. In addition there are one-year courses for university graduates and for serving teachers. Training courses for specialist teachers of Art, Domestic Science and Physical Education are provided at the Ulster College.

2. Industrial Training in Northern Ireland

The provision of vocational training in Northern Ireland is made under the Employment and Training Act (Northern Ireland) 1950 which corresponds to the Employment and Training Act 1948 in Great Britain.

The manpower and training facilities are not regarded as a series of separate services meeting isolated needs . They are being developed as a total system of interdependent parts providing a battery of resources at the disposal of the individual (enabling him to develop his potential) and of industry (helping it to match available manpower and job opportunities).

The Ministry looks further ahead than the immediate needs of industry in fulfilling its obligation to promote manpower and training arrangements directly related to the economic needs of Northern Ireland. Both by direct training activities and by paying a large share of the cost of training undertaken by industry, the numbers in whose training the Ministry is involved at any one time is the equivalent of some 20 % of persons unemployed. This level of activity is essential in a region whose only natural resources are her manpower reserves.

Incoming and expanding firms can have a free survey carried out of their training needs. Having established these needs firms can use any of the facilities described below, they can recruit workers for advance training, tailored to their own requirements in a Government Training Centre or alternatively take them to the parent plant for training. The Ministry contributes heavily to the cost of these operations and assists actively with recruitment and with technical advice on training.

3. Training of Adults

Training under the Government Vocational Training Scheme in Northern Ireland is largely carried out at the Ministry's 12 Government Training Centres (G.T.C.) which provide approximately 3,000 training places for adults, apprentices and other young people.

Approximately one-third of training places are occupied by adult trainees. During training every effort is made to simulate actual working conditions, attention being paid to normal workshop practice and workshop safety. A comprehensive range of courses for adults mainly in engineering skills is presently available at the Training Centres. A concentrated programme of toolroom training is in the process of being introduced at all G.T.C's with the object of creating pockets of high level skill to attract potential industrialists. For women in particular, courses are available for Sewing Machinists, Catering and Assembly work. Recruits for these courses normally come from two sources - they may be employees of firms who sponsor them for training (often involving upgrading to a higher skill) in which case the employers normally continue to pay wages and National Insurance contributions, or, as in the majority of cases, they may be unemployed persons and are paid training allowances along with lodging and travelling expenses where applicable.

There is a wide range of allowances varying according to age, marital status and number of dependents. They range from £ 11.75 weekly for a single man aged 20 or over to £ 21.00 weekly for a married man with five or more children. Where a training allowance would be less than unemployment benefit the rate of allowance is increased by the difference - this is to avoid any loss in income on starting training. In addition, for adult trainees who successfully complete a course of training at a Training Centre, there is a system of bonus payments at the rate of £ 1.00 for each week of full attendance at the course. An earnings related supplement of up to £ 7 per week may also be paid, based on earnings in the appropriate income tax year.

4. Integrated Work Force

Since the summer of 1972 the Ministry has been pursuing urgently a new concept in industrial training know as the Integrated Work Force Unit. Each unit comprises 12 men and is located in premises acquired for the purpose in selected towns throughout Northern Ireland.

The purpose of these units is to provide training, first of all, in basic skills and then (through the medium of production work) to provide further training capable of bringingthe work force to the level of competence which a worker in a normal established industrial environment might be expected to possess. The overall objective is to remedy deficiencies in the pattern of skills in particular areas especially those with a negligible or very limited industrial tradition. For the production stage of the exercise an effort is made to identify viable products so that when the operation has been brought to an appropriate technical level it can be taken over by ordinary private business.

The attraction is that in areas of acute social need one is offering the prospective investor ready-made premises, equipment and manpower resources, together with whatever financial inducement might be appropriate.

5. Apprentice Training

This accounts for the full-time use of approximately two-third of the training places at Training Centres and involves the recruitment from all areas in Northern Ireland of boys to supplement the ordinary apprentice intakes of the Construction and Engineering Industries. These boys are given a complete year of off-the-job training in G.T.C.'s with day releases for associated further education before being placed in industry to complete their apprenticeships. Every boy making adequate progress is retained in retraining until he can be placed in employment in which he can continue his apprenticeship. Over 40 % of school leavers entering employment now have an opportunity to gain an apprenticeship. Since 1964, 4,784 boys have passed through the system and entered employment. Firms are encouraged to sponsor their own apprentices for this off-the-job training and to date some 3,642 have completed courses.

In order to complete apprentice training it is necessary for boys to have the opportunity to gain experience in industry during the final three years of apprenticeship. To assist in placing the additional apprentices in industry, grants are payable on a capitation basis to firms who are prepared to recruit and train boys in excess of their own requirements.

These boys are treated as employees by the Ministry and accordingly receive wages and pay National Insurance contributions. The weekly rates of wages vary quite considerably, depending upon age and trade to which apprenticed. For Engineering Industry apprentices, they range from £ 7.70 at age 15 to £ 12.65 at age 17. For Construction Industry first year apprentices, wages range from £ 6.00 weekly for plumbers to £ 6.78 for joiners, bricklayers, plasterers, painters and plant fitters. Apprentice electricians receive from £ 5.95 weekly at 15 years of age to £ 10.71 weekly at 17. Again, lodging and travelling allowances are payable. While no guarantee is given by the Ministry that an apprentice accepted for training will be placed with a firm for the continuation of his apprenticeship, on the satisfactory completion of the agreed period of training every effort is made to place him in suitable employment.

6. Training of Young Persons (Non-Apprentices)

Special training courses in basic engineering, construction and production have been introduced in G.T.S's for unemployed young persons who have been unable to obtain apprenticeships. The courses which are industrially orientated, have two basic objectives - to make the trainees more attractive as employees and to give them specific abilities which they can use in jobs.

The whole scope of young persons training is being revised and extended in the light of recommendations by a firm of industrial training consultants whom the Ministry has employed to examine the problem. It is intended to start soon in one of the G.T.C.'s a pilot scheme which will contain a strong element of project work of community value and it is the intention to extend this scheme to other centres.

For persons under 18 years undertaking Young Person training, basic allowances are £ 5.00 per week at 16 years and £ 6.00 at 17 years. Bonuses of £ 1.00 per week are paid for each successfully completed week of attendance at a Training Centre. The range of additional benefits available for adult trainees is also available for these young persons.

7. Training on Employers' Premises

For new and expanding firms large numbers of additional workers can be trained on their own premises, with financial and technical assistance from the Ministry. Instructors employed by the Ministry may be seconded to firms to provide training experience where necessary. If this involves training outside Northern Ireland, lodging allowances and reasonable travelling expenses (including air fares) may also be paid. Another attractive feature for new firms is that grants are payable equal to 50 % of the salaries of persons employed full time as Training Officers, Personnel Officers, Training Instructors or Work Study Engineers during the firm's first year of operation in Northern Ireland. Companies carrying out training in subsequent years and employing such staff can receive an amount of up to 20% of their basic weekly training grants.

Training periods for additional workers on employers' premises may vary from 2 to 52 weeks. The rates of grant payable weekly are (for persons aged 18 years or over) £ 15 for men and £ 12 for women. For persons under 18 years the weekly rates are £ 8 for men and £ 7 for women.

8. Training for Older Workers

Special training grants are available to encourage employers to engage, train and undertake to retrain for at least one year workers aged 45 years or over who have been unemployed for at least 8 weeks continuously. These grants are not conditional on the creation of additional jobs.

Under this Mature Workers Training Scheme grants are paid for a maximum period of 26 weeks at the rate of £ 15 weekly for men and £ 12 weekly for women. The period of grant is determined by the length of time necessary for a worker to acquire the basic skills and knowledge required for the job. The employer is expected to retain the trainee for at least 12 months.

9. Counter Redundancy

Because of the recent general economic situation a counter redundancy scheme was introduced whereby grants are made available to firms prepared to retain and retrain redundant workers to extend the range of or deepen their existing skills.
Training programmes are submitted for Ministry approval and where a firm's own training resources are limited assistance is provided by the Ministry's training Officers.

10. Management and Supervisory Training

All firms carrying on a business in Northern Ireland can receive grants towards the cost of sending managers or supervisors to approved training courses lasting one day or more. These courses may be run by Universities, Technical Colleges, Business Schools or Management Consultancy Organizations and must be relevant to the present or potential training needs of those attending.

This Management and Supervisory Course Grant Scheme provides for 50 % of the Course fees for Managers and supervisors sent by their employers to approved training courses lasting one day or more. For courses lasting five days or more grants may also be paid for travel and accomodation. Within certain limits, these grants are in addition to those payable by Industrial Training Boards.

To encourage new or expanding firms to build up effective management structures the Ministry will arrange for a survey of the existing organizations (at no cost to the firms) and may recommend extra management posts. Grants may then be paid to cover 25 % of the salary for each post for any period up to 3 years, subject to a maximum of £ 1.000 per year.

11. Training within Industry

The "Training Within Industry" Scheme comprises a series of short courses designed to train supervisors in the general skills of supervision. The courses cover job instruction and communications, job methods, job relations and job safety. Courses are also provided in export procedures and documentation. Special courses can be arranged to meet the particular needs of

an organization. The Government also offers courses in instructional techniques to supervisors and foremen in industry and lends its own instructors to firms in engineering or other industries for short, intensive training programmes.
Fees are normally charged by the Ministry for training given under any of these arrangements, but the fee is usually waived for new and expanding firms.

12. Industrial Training Boards

Northern Ireland has its own Industrial Training Act (1964) whose main objective is to secure an improvement in the quality and efficiency of industrial training. Nine Industrial Training Boards have been established under the Act. These Boards encompass within their scope some two-thirds of all Northern Ireland workers and cover the following industries:
- Engineering, Construction, Clothing and Footwear, Man-made Fibres, Textiles, Road Transport, Catering, Distribution, Food and Drink. All of the Boards are serviced by a single administration - the Northern Ireland Training Executive - which acts as a common secretariat and serves to achieve economy in administration and co-ordination of effort. The Industrial Training Act (1964) also provides for an advisory body - the Northern Ireland Training Council. This body consists of representatives from industry, trade unions, education and the Boards. It undertakes research into new areas and methods of training, and advises the Ministry generally on the exercise of tis functions under the Industrial Training Act (1964) and on any other matters of industrial training which are referred to it.

13. Other Training and Consultancy Agencies

The Department makes use of the services of several external organizations in training and consultancy activities and has special arrangements with some. The Industrial Training Service provides practical help to Employers' Organizations, Joint Councils or similar bodies, and to individual companies, with the development of systematic training and the solution of practical training problems. It can also provide free surveys of training needs for new and expanding firms. Management Development Service offers annual programmes of management courses at all levels, and can develop specially tailored courses as required. It also provides specialized services to management in the fields of computer usage and data processing, staff recruitment, and selection, and office organization and methods.

14. Bursary and Scholarship Schemes

The Northern Ireland Training Council has recently sponsored a scheme by which bursaries are awarded to personnel, training, work study and industrial relations specialists working in selected firms to enable them to train as specialist managers of which there is an increasing need particularly with the drive to attract new industry to the Province. The 18-month course is a mix of project work in the parent firm, seminars at the Northern Ireland Polytechnic and in-plant counselling and the bursary is worth £ 1750 per annum. It is hoped that at the end of the course the bursars will be able to contribute the management expertise in their particular specialism obtained on the course to the benefit of the sponsoring firms, as well as increasing the supply of specialist managers in the Province generally.

The Northern Ireland Training Council has also sponsored a scheme by which scholarships are awarded to suitable school-leavers who wish to acquire a degree qualification in mechanical engineering. The aim of the scheme is the production of engineering graduates with an orientation to industry who will be aware of the relevance of their professional qualifications to the industrial scene. The scheme provides that the undergraduate is sponsored by an engineering firm with which he will acquire industrial experience combined with day release for one year, followed by a three-year degree course at Queen's University, Belfast, and following graduation a post-graduate year with the firm to complete his practical training. The scholarship is worth £ 500 for the first year increasing to £ 750 a year during the degree course.

IV. THE MANAGEMENT, FINANCING AND COST OF VOCATIONAL TRAINING

In the United Kingdom responsibility for vocational education and training is shared between central and local government and industry. Briefly, central government's role in relation to industrial training is :

- to secure an adequate standard and volume of training as part of manpower policies directed towards economic and social objectives;
- to co-ordinate the efforts of industry through industrial training boards;
- to provide through the education service a major contribution in preparing people for employment and a career;
- to ensure that adequate further education facilities are available to complement the industrial content of training;
- to provide training in its own centres (or to make arrangements for training elsewhere) according to the needs of individuals.

For its part, industry :

- provides the great bulk of training required by employers;
- finances the work of industrial training boards, where these have been set up.

Education is almost entirely financed by central and local government, whereas the cost of training has so far been met by industry from its own resources.

MANAGEMENT

A. The Government's role

Education and training have traditionally been regarded as separate but closely related activities, responsibilities for which at all levels of government is exercised by the Education Secretaries (1) and the Secretary of State for Employment respectively. The education service (i.e. mainly the local education authorities under the general control and direction of the Education Secretaries, and the universities), provides both initial full-time education and education after entry to employment. Mainly under this latter heading it plays an important part in industrial training through a long established partnership with industry and central government, given expression in the provisions of the Industrial Training Act 1964. In addition to Ministerial arrangements for the co-ordination of Government policies, co-ordination of the two activities in the Training for which industry is responsible is secured under the Act by the inclusion of educationalists among members of industrial training boards and by giving the boards responsibility for considering both training and further education associated with training.

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(1) For England and Wales the Secretary of State for Education and Science (certain functions in Wales related to primary and secondary education are the responsibility of the Welsh Office); in Scotland the Secretary of State for Scotland; in Northern Ireland the Ministry of Education for Northern Ireland.

The Government's main direct contribution to vocational training is through its Training Opportunities Scheme, introduced in August 1972 to replace in much extended form the Vocational Training Scheme. The Scheme provides opportunities for men and women who wish to train for new employment. Training is also available to men and women whose skill has become outdated and needs up-dating, up-grading or extended to equip them for the current demands of industry. The choice of courses ranges from semi-skilled craft and technician skills to managerial and executive levels. The Scheme exists to meet the training needs of individuals who are not in employment, or who leave employment in order to improve their prospects through using its facilities. It is, therefore, additional to the training efforts of employers themselves and presents opportunities to individuals which they have been unable to find within industry. The Scheme is managed by the Department of Employment. Training is provided at Government Training Centres (G.T.C's), colleges of further education and other educational establishments. Some use is made of unused capacity in employers' establishments and there is special provision for the disabled. Each of these is described in the following paragraphs.

1. Government Training Centres

Training under industrial conditions is provided by a network of 52 G.T.C's in large towns throughout the country. More such centres are to be opened. Courses are provided in engineering and construction trades and in a wide and increasing range of other occupations. Most last 6 months though some are shorther and a few run for 9 or 12 months. In some trades a further period of training by an employer is arranged to follow that given initially in the centre. Instruction is free and the trainee is paid a weekly allowance based on his age and number of dependents, with a supplement related to recent earnings (Appendix 4).

2. Colleges of Further Education

Under the Training Opportunities Scheme a very broad range of courses is offered at colleges of further education, where they form a small but growing and important part of college provision. Most are in establishments maintained by local education authorities but some are in privately-run establishments. A few courses are available at universities and polytechnics. Courses vary in length from 1 month to 1 year. They are provided in such subjects as management, administration and social studies; craft and technical skills; secretarial, commercial and clerical work and operator skills. Trainees receive the same rates of training allowances, etc., as those paid to G.T.C. trainees.

3. Use of employers' establishment

Some courses are also arranged in spare capacity in employers' premises. They are run under the supervision of the Department of Employment in a range of industries including engineering, construction, motor vehicle servicing and catering. Most of this training is at semi-skilled level though some craft training is now being provided. The semi-skilled courses are quite short - about 13 weeks; the craft courses are longer. A negotiated fee to cover the costs of training, equipment, materials and overheads is paid by the Department to the employer concerned, and training allowances are paid to trainees as to trainees at G.T.C's.

4. Additional facilities

Special courses for disabled people are available at residential training centres, which are run by voluntary organizations. The full running costs of their training activities are met by the Department of Employment. Training for skilled and semi-skilled work may also be arranged on an individual basis with an employer who is willing to offer the trainee a job at the end of the course. A fee for such training is paid to the employer by the Government. For disabled people of suitable ability and educational background, professional training may also be arranged by the Department at colleges of further education as above.

5. "Sponsored" Training

To help employers fulfil their own training obligations, the Government offers up-grading, refresher or conversion training in G.T.C's in the form of short concentrated courses designed to meet the individual's and his firm's special needs. The employer pays the worker's wages during the training period, but the training is provided free by the Government.

6. "Training Within Industry"

The "Training Within Industry" Scheme comprises a series of short courses designed to train supervisors in the general skills of supervision. The courses cover job instruction and communications, job method, job relations and job safety. Courses are provided in export procedures and documentation, Special courses can be arranged to meet the particular needs of an organization. The Government also offers courses in instructional techniques to supervisors and foremen in industry and will lend its own instructors to firms in engineering or other industries for short, intensive training programmes. Fees are normally charged by the Department for training given under any of these arrangements, but the fee is usually waived for new and expanding firms in Assisted Areas.

7. Training in Assisted Areas

There are four schemes of assistance which provide for :

a) grants for training (or direct training assistance from Department of Employment instructors) to employers creating new jobs;

b) grants to promote additional craft and technician training;

c) grants toward the capital cost associated with additional training places at semi-skilled level;

d) grants towards the training of certain unemployed workers aged 45 or over.

The second and third of these are made available through Industrial training boards which assist in their administration.

8. Industry's role

Most training in industry and commerce is provided and financed by employers, the great bulk of it from their own resources rather than through industry-wide arrangements or at training centres run by the industry. But in about two-thirds of industry employers' efforts are guided and stimulated by industrial training boards.

9. Training by employers

Training is provided by employers either "on-the-job", i.e., within the ordinary working environment, or "off-the-job", i.e., away from production pressures in separate training bays or centres of their own. Employers may also use, for an appropriate fee, facilities available in training centres run by their training boards.

Employers who are unable individually to provide adequate training facilities may form a group training association in order to share the cost of employing training staff and give training on a common basis. Some associations of this type, almost exclusively in the engineering and road transport industries, maintain their own group training centres. Although they cater mainly for craft training, group training centres also provide operative, commercial, clerical, supervisory and managerial training.

The more theoretical side of the training of employees in some categories may be covered through the use of educational facilities, provided by the Government or by private organizations. Complementary courses of further education, both specifically vocational and of a more general character, are provided in colleges of further education for young people who are receiving industrial training from their employers or through an industrial training board. These students may attend on day or block release while others may be on "sandwich" courses where they alternate between longer periods in industrial situations and in the colleges. Many other students will be receiving full-time vocational further education at various levels through the college system without being sponsored by an employer. A recent development is the growing popularity of fully integrated courses of further education and industrial training which are carried out in the colleges. This emphasises the central link between education and training as complementary parts of the process of vocational preparation. The use of educational facilities by employers in connection with training for particular categories of employees is described below.

a) Scientists, technologists and engineers

Trainees either possess a degree or more commonly an equivalent qualification or are studying for one in a college of further education. The most usual method of study is by means of the "sandwich" course. Others may undertake a full-time degree course at a university or college after some initial training with a sponsoring employer.

b) Technicians

Traditionally, technicians have been recruited by promoting apprentice-trained craftsmen who have then received educational courses devised to meet their needs. Increasingly, however, firms are now recruiting technicians as apprentices, who go on to acquire a suitable qualification in a college of further education.

c) Craftsmen

Entry to employment is primarily through apprenticeships, the length of which varies between different crafts and industries. They usually begin in the young person's 16th or 17th year and last for between 3 and 4 years. In addition to formal training, some occupations call for the attainment of an appropriate examination of an examining body, such as the City and Guilds of London Institute. Certain industries have set up apprenticeship councils, which derive their funds mainly from the sale of indentures but are sometimes also assisted by associations or large firms in the industry. In some crafts "integrated" courses of training (i.e., combining both educational and industrial elements) are given in colleges of further education. In other cases, further education associated with the industrial content is given in colleges to trainees who are released by their employers to attend them.

d) Operatives

The training and to a lesser extent the educational needs of operatives are closely related to the character of the industry and the operative's firm. Typical training times are short and labour turnover is often high. Training needs are considered to be best determined by employers themselves and training is most usually given on the job. Where further education is given it is under arrangements as in the above paragraph.

e) Managers

Organizations involved in management education and training include business schools, universities, polytechnics, and colleges of further education. The wide variety of courses they offer embrace post-experience and post-graduate courses.

f) Clerical, commercial and computer occupations

External facilities, particularly in colleges of further education, have in the past been less widely used in the training of these occupations but their use is growing. The study of training needs in this field by a number of training boards on a joint basis has emphasised the considerable commom elements and need for standards in some of the occupations irrespective of the industry in which they are found.

10. Industrial Training Boards

Under the Industrial Training Act 1964 the Government has set up 27 industrial training boards covering about 15 million workers in a wide range of industry and commerce, as the focal point for training activities in their industries. The main studies of training boards are to ensure that an adequate amount of training of an appropriate kind is done by employers for the needs of their industries; to publish recommendations on the nature and length of training and any associated further education - so that standards are set and an acceptable level of training is attained; and, as a marginal activity, to provide training in their own training centres. At present boards' activities are financed by a levy raised from employers in their industries. Boards pay grants to employers who provide training to a standard approved by the board. Through its expenditure on training grants and on the advisory services provided by its officers, a training board promotes the particular training activities which it sees as its industry's priority needs. Some boards, in particular those covering the engineering, construction, road transport, water supply and shipbuilding industries, have set up their own training centres offering a wide range of courses to meet their employers' training requirements.

Boards in general have encouraged the release of sandwich course students and the release of trainees for post-graduate and post-experience courses at universities and polytechnics, particularly in occupations employing scientists, technologists and engineers. They have assisted employers in the difficult task of defining technician occupations and are currently promoting improved arrangements for their training. At the direction of the Secretary of State for Employment all boards have made recommendations for the further education to be associated with training in their industries and have made it a condition of receipt of grants that trainees are released for such further education in all cases where training extends for a relatively long period, in general twelve months or more. Some boards have imposed the same requirements in paying grants for training of a shorter period (for example, training of operatives in the engineering and allied industries).

FINANCING AND COST

A. Government Costs

In the financial year, April 1972 to March 1973, some 16,600 persons received vocational training in Government Training Centres. There were also on average about 2,500 persons in training at any one time in the other type of training establishment described herein. The total cost of providing training and paying allowances to those participating was about £ 23.7 million. There were certain off-setting receipts, mainly from the National Insurance Fund (£ 1.8 million), amounting in all to £ 2.4 million. The greater part of the net expenditure was the responsibility of the Department of Employment, other government departments contributing in the form of services without repayment.

Normally the Department charges employers a fee, intended to cover costs, for services provided under its "Training Within Industry" Scheme, for training in instructional techniques and for direct training services offered in engineering and allied trades. The fee is usually waived in the case of new and expanding firms using these services in Assisted Areas.

The costs of grants to firms in Assisted Areas are also borne by the Department of Employment. About 48,000 men and women were trained under these schemes in 1972/73 at a total cost to government funds of £ 3.6 million. Grants under scheme (B) are on the basis of either a per capital payment of £ 100 for each additional trainee or a 60 % contribution towards the agreed capital cost of an additional off-the-job training place. Under scheme (C) the latter basis only applied, the rate normally being 70 %. Assistance is given through industrial training boards and the amount for 1972/73 is included in the sum of Departmental grants to boards.

During the same year the Department also met half the costs of Training Awards Scheme operated by five industrial training boards covering the engineering and foundry, construction, road transport, hotel and catering, and the rubber and plastics processing industries. These schemes were designed by the boards to mitigate the long-term effect on their industries of a short-fall in apprentice recruitment and training. Under their terms boards provided initial off-the-job apprentice training for young people unable to obtain apprenticeships with employers in the normal way. The cost to the Department in 1972/73 is similarly included in the Department grant total shown above.

The costs of the further education system are shared between local and central government with the bulk of the expenditure being met in the first instance by the former, although they receive considerable assistance from central government grants. The Department of Employment reimburses further education colleges for the cost of places provided under the Training Opportunities Scheme. In 1971/72 total public expenditure on the further education system amounted to £ 286.8 million of which £ 280.4 million fell to local government. These figures exclude loan changes, the cost of training teachers and maintenance grants to students. Over the ten years 1961/62 to 1971/72 the average annual increase in spending on further education was 12.7 %.

B. Cost to Industry

Apart from the foregoing, the cost of training is borne by employers themselves. Where training is given on-the-job costs it will be borne in the form of trainees' wages, instructors' wages, materials consumed and production foregone. Where it is given in a employer's own training bay or centre the capital and running costs of the establishment will likewise be borne by him directly. Where it is given in the training centre of an industrial training board it will be at a fee assessed by the body concerned. Where it is given at a training centre maintained by a group training association, it will be on terms agreed between the association and the constituent employers. All such **associations, however,** receive some form of assistance from the training board concerned. Local education authorities levy a charge which is intended to meet the broad economic costs where they provide courses of industrial training in response to the needs of employers. For integrated courses of training and education employers only are charged for the proportion of the course which is deemed to be training. Finally, in those industries covered by industrial training boards employers will incur the further general cost of their levy contribution, though they will - depending on their training record - recover some or all of this (or even a greater amount) through the grants they obtain from the board.

The total cost to employers of vocational training which they undertake under the arrangements described in this report cannot be accurately estimated. However, a survey of labour costs borne by industry conducted by the Department of Employment in 1968 disclosed that in the manufacturing industries covered by the survey the average annual expenditure by employers on training (including both wage elements and industrial training board levies, adjusted to take account of training board grants) was at that date £ 20 per employee; and that in six other major sectors surveyed (mining and quarrying; construction; gas, electricity and water; transport and communication; insurance and banking; non-industrial Civil Service and local authorities) the cost varied between £ 12 and £ 40.

C. Industrial Training Boards

In 1972/73 the total levy income of the industrial training boards amounted to over £ 215 million. In addition, they received from the Department of Employment a further sum of over £ 6 million by way of grants related to particular board activities, including financial assistance towards the operating costs of the off-the-job training places, research, grants to firms in assisted areas and towards boards' training awards schemes. Their total receipts were accordingly in excess of £ 221 million. Grants made by boards to employers and other organizations during the same year amounted to over £ 188 million; their own advisory and direct training services to nearly £ 11 million; and their administrative expenses to over £ 5 million. Over-all, income exceeded expenditure by some £ 16 million.

D. Impending Changes

Government proposals envisage major changes in the methods of financing the work of industrial training boards. Smaller firms will be wholly exempt from levy, and boards will be required also to exempt firms which are carrying out such training as in reasonable to meet their own needs. In view of the reduction in boards' income from levy the Government will meet their administrative expenses and will also provide funds to enable them to encourage key training activities. The Government intends to make up to £ 35 million a year available for these purposes and to promote training in sectors of employment not covered by boards.

The Government has also announced a considerable expansion of the vocational training facilities which it provides itself or directly finances. It proposes to increase the number of people trained in this way to 18,000 per year in 1971 to 60/70,000 in 1975 and to 100,000 as soon as possible thereafter. The capital costs of creating the additional training capacity might be of the order of £ 30 million and running costs of the order of £ 60 million a year (current running costs are about £ 25 million).

V. LOCAL GOVERNMENT SCHEMES - POST-ENTRY TRAINING-POST-ENTRY TRAINING AND EDUCATION

Local authorities advise their staff on, and encourage them to undertake approved courses of study and training, as this is in the interest of the service as a whole, of the individual local authority and of the officer concerned.

The general nature and extent of the facilities for post-entry training provided by any local authority is within the scope of joint discussion between the local authority and its staff through the machinery of local joint committees or otherwise.

Local authorities can be assisted in their post-entry training activities by joint action through the agency of the Provincial Councils and the Provincial Education Committees.

The Scope of Post-Entry Training and Education

Post-entry training facilities apply not only to officers appointed to the Trainee Grade but also to training activities of all kinds and at all levels.

Although the specific training and education to be given in individual cases is a matter for decision by the employing authority, bearing in mind the needs of the service and of the officer concerned, it is the agreed policy to recommend and make available the following range of training facilities :

- induction and other training for junior entrants;
- facilities for day-time attendance at classes leading to the General Certificate of Education at Ordinary or Advanced Level (either as a continuation of an officer's general education or as a first step to future studies), the Clerical Division Examination, or the preliminary stages of an appropriate professional, technical or administrative qualification;
- facilities to enable officers to prepare for the administrative, professional and technical qualifications recognized by the National Joint Council for promotion purposes, either by attendance at approved full or part-time courses or by correspondence tuition;
- facilities which help to equip an officer for the better performance of his existing or possible future responsibilities in the service. Such facilities to include attendance at courses (not necessarily related to preparation for examinations)

organized by the employing authority or other bodies and the provision of library and research facilities.

FACILITIES FOR FULL-TIME TRAINING AND EDUCATION

Local authorities, acting as employers second selected officers in appropriate cases to attend approved full-time courses of all types - university and other full-time courses, sandwich courses, block release courses, and full-time short courses of twenty-four hours duration or more.

Where officers are seconded by their employing authorities to attend full-time courses, the following arrangements apply :

- the payment of full salary, and
- the payment of all prescribed course fees and other approved educational expenses arising from the attendance of the officer at the course; and
- the payment of any reasonable sums as may be approved by the employing authority in respect of any additional expenditure which falls on the officer as a result of his attendance at the course.

In making payments under one or more of the foregoing headings, an employing authority may take account of any award made to the officer by a local education authority or other body.

The phrase "approved educational expenses" is usually interpreted by the employing authority, taking into account the individual circumstances of each case. As a general rule, it should include the cost of any practical training which is a condition precedent to entry to an examination, registration and exemption fees, the examination entry fee, the cost of purchasing or borrowing apparatus and other equipment which the student requires.

The conditions detailed above are prescribed for application in cases where the officer is seconded by his employing authority for attendance at a full-time course, but there are cases in which full-time secondment of this nature does not arise. In such cases, if the officer secures a place at a course which, in the view of his employing authority, is likely to be of value to him in his career in the service, then the authority would consider :

- granting leave of absence with or without pay to enable the officer to attend such courses, and
- providing such financial assistance as may be thought appropriate.

FACILITIES FOR PART-TIME STUDY

As indicated previously, the National Council is unanimous in stressing to employing authorities the value of granting leave of absence to enable officers to attend approved day-time classes for the purposes of post-entry training and education. Where such facilities are granted, the authority usually :

- pay full salary; and
- reimburse all prescribed course fees and other approved educational expenses; and
- pay any reasonable sums as may be approved by the employing authority in respect of any additional expenditure which falls on the officer as a result of his attendance at the course.

In cases where circumstances are such that an officer cannot prepare for an approved qualification by attending day release classes, but is preparing by way of correspondence course, the employing authorities usually grant such facilities for study as they may think appropriate in the particular circumstances.

The provision for financial assistance specified above is also, where appropriate, applied to officers who attend courses held wholly or partly out of office hours and to those officers studying by way of correspondence course.

In the case of officers attending courses during office hours, employing authorities could, if they so desire, stipulate the period of attendance for which they are prepared to grant these facilities, but any such stipulation is made only after full consultation with the education authority providing the course.

The national Council and the Local Government Training Board have approved a list of examinations suitable for recognition by local authorities for appointment and promotion to administrative, professional and technical posts.

The examinations available to local government officers are numerous and varied in quality and scope. Some are highly specialised and qualify only for particular work. Others are more general and, therefore, appropriate to a wide range of posts. The list has been drawn up in an endeavour to define those examinations that can be accepted as of an appropriate standard when relevant to the duties of the post; it does not purport to compare the standards of the examinations mentioned. Furthermore, because most of the qualifications listed are of a specialist character, they are not regarded as interchangeable in the sense that to hold any one of them implies eligibility for promotion to any branch of the local government service, i.e. the examinations quoted can only be recognized by the local authorities if they are relevant to the post in question. It must also be pointed out that the list includes examinations relevant to posts graded within both the Administrative and Professional and the Technicians and Technical Staff divisions.

Example (Hospital Service) - General Education for young People under 18

1. Leave to attend day classes :

Hospital authorities encourage members of their staff to attend suitable day classes organized by the local education authority for one day a week until the end of the term following their 18th birthday. Staff attending such classes are released for one day a week during term time and are also required to attend for the normal weekly hours during the school holidays.

2. Leave to attend evening classes :

If day classes are not available the young people are encouraged to attend any suitable evening classes organized by the local education authority and are allowed time off during the day equivalent to the time spent at such evening classes.

3. Overtime etc. :

Where an officer is working more than the normal hours, overtime is paid for hours of work in excess of 38 a week including 7 notional hours of work for a day's attendance at day classes or up to 7 notional hours of work in any one week in respect of time allowed off during the day.

4. Fees :

In the London County Council area no fees are payable for day continuation classes. In other areas the hospital authorities pay the fees charged by local education authorities for day classes or, if day classes cannot be arranged, for evening classes organized by local education authorities.

5. Travelling Expenses :

Hospital authorities pay excess travelling expenses for young people attending either day classes or approved evening classes where no day classes exist.

6. Exceptional cases :

Where, exceptionally, day or evening classes under a local education authority are not available and an officer wishes to continue his general education by correspondence courses, favourable consideration is given to the payment of his tuition fees.

EXTERNAL TRAINING OF VALUE TO THE NATIONAL HEALTH SERVICE

The provisions of this paragraph apply only to officers aged under 30 years at the time of starting their training who are taking courses of training which fall within the following definition :

"Training leading to the acquisition of knowledge or skill which has had a definite bearing on particular or general aspects of hospital administration and which will, in the opinion of the hospital authority, be likely to make the officer more efficient in his duties, present or potential."

Courses covered by the above definition fall within the following groups :

A. Syllabus consisting wholly (or almost wholly) of subjects suitable for training in hospital administration generally or particular aspects of hospital administration.

B. Syllabus including a substantial portion of subjects suitable for training in hospital administration or particular aspects of hospital administration.

C. Syllabus consisting partly of subjects suitable for training in hospital administration but only exceptionally of sufficient value to the hospital service to warrant assistance.

The following assistance is made available to officers taking approved courses of study in Groups A, B and C.

Time off to attend evening lectures :

Officers are allowed to leave early (half an hour or so) if this is necessary in order to reach evening lectures but they may be required to make this time good by extra work at another time if pressure of work requires it.

Overtime, etc. :

Subject to the needs of the work, hospital authorities usually avoid calling on approved students to work overtime or extra duty and avoid transfers involving interference with their studies. Overtime and extra duty allowance are paid only in respect of hours in excess of 38 per week actually worked by the officer.

Special leave to attend examinations :

Special leave with pay are granted to enable approved students to attend examinations.

FINANCIAL ASSISTANCE

The following financial assistance is given to students taking approved courses of study in Groups A or B.

	Group A	Group B
Tuition fees	75 per cent of expenditure	Percentage of expenditure to be determined at the discretion of the employing authority but not exceeding 50 per cent.
Registration and exemption fees		
Examination entry fees		
Excess travelling expenses for courses of study		
Excess travelling expenses for examination		
Reasonable out-of-pocket expenses such as expenditure on meals or cost of overnight stay necessarily incurred in sitting for an approved examination		

VI. TRADE UNION EDUCATION

Trade Union Education has a history almost as long as trade unionism itself. Institutions such as the Mechanics Institutes of the nineteenth century, Ruskin College, the Workers' Education Association (W.E.A.), the Central Labour College have all attempted to provide an education service catering for the special needs of trade unionists.

Traditionally this field was considered the province of the W.E.A., university extra-mural departments and the trade unions themselves to a more limited extent. A boom in trade union courses followed the Donovan Report in the late sixties, and by 1972 there were about 80 Technical Colleges providing between them about 400 day release courses for over 5,000 unionists a year. This compares with a similar number, though usually of a longer duration, run by universities, and around 720 courses run by the W.E.A. Adding together all the courses being run by technical colleges, universities, the W.E.A., trade unions and the Trade Union Congress (T.U.C.) college, somewhere around 20,000 union representatives a year are receiving some kind of training. The inadequacy of the scale of this provision appears when it is realised that there are now nearly 300,000 workplace representatives in the U.K.; the turnover of union representatives for all industries is not known, but assuming a conservative estimate of 20 % per annum, there must be upwards of 60,000 new representatives a year. In this case less than a third of new representatives would be receiving any training for their duties.

Several reports in the last few years have recommended a large expansion of trade union training, including those by the Donovan Commission, the T.U.C., the Commission on Industrial Relations, and the D.E.S's Inspector Gold. The 1972 Gold Report in particular concluded that if the ideal situation of all new representatives receiving speedy training for their role is to be achieved, the scale of development required could only be met through a large expansion of training by the technical colleges in association with the T.U.C., unions and employers. The Report also recommended the formation of consortia of colleges around a regional resource centre, able to develop specialised course and teaching materials.

A. Trade Union Congress

The T.U.C., provides courses on specialized subjects including Industrial Relations, the Trade Union Movement, and Safety and Health Hazards at Work. The courses are held in the T.U.C's own college at Congress House in London, and places are available throughout the year for Union representatives. The College is equipped with a library and theatre in addition to lecture and study rooms. The cost of these courses is borne by the T.U.C. and scholarships are designed to meet fully all domestic financial commitments.

The syllabus is usually flexible and courses are arranged in such a way that, in general, the morning session is devoted to lectures and questions; the afternoon to individual study, visits, group work and seminars.

B. Regional Education Service

Locally organised weekend schools and evening classes are provided by the Regional Education Services of the T.U.C. Full details of these courses are sent to each branch of the Union three times a year. By arrangements between employers and trade unions, some workers may attend these courses as part of their normal working day.

The Regional Education Service also organize study days (one day) on particular themes such as :

- industrial democracy;
- trade union and the law;
- automation;
- collective bargaining;
- the structures of trade unionism.

A comprehensive scholarship, inclusive of family allowance which normally extends over two years of residential study at Ruskin College, Oxford, is offered annually to a member with a record of active work on behalf of a union. No formal educational qualifications are needed. The studies undertaken at the College equip the scholarship-holder for a career in many walks of life, especially full-time work with the Trade Union and Labour Movement.

Each year the T.U.C. Educational Trust award a number of grants for one-year academic study to persons within the age range 20 to 30 years at :

- Ruskin College, Oxford;
- Harlech College;
- Hillcroft College;

- London School of Economics;
- Certain adult residential colleges.

Correspondence courses are available through the T.U.C., free of charge, on a wide range of trade union, social and economic subjects.

A number of unions have their own educational service. They are also granted educational facilities under the T.U.C., programme and the adult educational system.

Example No. 1 : The Amalgamated Engineering Union offers :

- 132 grants for courses at the T.U.C. College;
- 46 grants for the school for young trade unionists;
- 536 grants for summer schools of one kind or another.

These grants cover the cost of residence and tuition, compensation for loss of wage and travelling expenses.

Example No. 2 : The Union of Shop, Distributive and Allied Workers

Annual Summer Course :

A full and varied training course intended mainly for those who have completed the Home Study Course, is held annually at Beatrice Webb House in Surrey. Skills essential for the active trade unionist, such as note-taking, self-expression and meeting procedures, are developed. Talks and discussions on policy issues also form part of the programme, which is balanced by a variety of sports and social activities.

For the under-25's :

Weekend courses where, through the use of films and discussion groups, a practical understanding of trade union functions and aims can be gained are specially arranged for the under-25's.

W.E.A. :

The union is prepared to return in full all class fees paid by members who have attended and completed an evening course arranged by the Workers' Education Association.

The Open University :

Union members who have enrolled for a degree course through the Open University are entitled to a grant of £ 20 on the satisfactory completion of one year's study. This grant is payable up to a maximum of four years.

Branch Secretaries :

Throughout the year, one-week residential courses are held at the Union's Training Centre in Manchester. The aim of these courses is to offer especially newly-elected and less-experienced Branch Secretaries an opportunity to develop knowledge and skills in branch administration (general and financial), meeting procedures, negotiating techniques, and the processing of accident and injury cases. Emphasis in the course is on learning by doing through team activities, discussion and practical exercises.

Shop Stewards :

Many courses for groups of Shop Stewards and Union representatives are arranged in a particular factory, warehouse or store, often with the support and participation of Management. Such "in-plant" courses normally extend over four to five days and concentrate on providing such information and practical training as is appropriate to the functions and responsibilities of the union representatives concerned.

Area Organizers :

On appointment, Area Organizers are given an "appreciation course" lasting four to five days, at the Union's Training Centre. This course is concerned with appropriate induction training which concentrates on developing the official's organizing and negotiating skills as well as their understanding of collective bargaining machinery, administrative procedures, industrial and trade union law, management techniques etc.,

Full-time Officers :

To reinforce and extend the knowledge and skills of full-time officers, particularly during the first two years of their appointment, the Union makes use of short-term residential "Development courses' designed specially for this purpose by the T.U.C., and Ruskin College. In addition, the varied opportunities provided by the W.E.A., Colleges of Further Education and University Extra-Mural Departments are also utilized to help Union Officials keep up to date on specialised aspects of their work.

In all training mentioned above, Union members attending such courses are given financial assistance by way of grants in various combinations to cover the costs of residence, tuition fees, loss of wages and travelling expenses.

Example No. 3 : Transport and General Workers' Union (T.G.W.U.)

T.G.W.U., is active at all levels in the promotion of trade union education, and apart from the courses organised by the Education Department of the T.G.W.A., educational facilities - W.E.A., Technical Colleges, Colleges of Further Education and Extra-Mural Departments of Universities, have been granted to members in connection with the day release system.

Union members who assist in designing relevant courses and drawing up syllabus are granted "free-days" under agreement with employers, without loss of wages.

In addition, many branches or joint committees of branches organise their own weekend courses to give members a knowledge of the basic elements. Districts are encouraged from national level to run more detailed courses, thus enabling members to increase their knowledge through a succession of courses.

VII. TRAINING PROGRAMMES IN THE CIVIL SERVICE

Much of the education and training effort in the Civil Service is at the Civil Service College, which comprises the headquarters and residential training centre at Sunningdale, another residential centre in Edinburgh and a non-residential centre in London.

The three centres together have a capacity of 851 training places at present. There are plans for a considerable enlargement of this accomodation.

The Civil Service College accounts for some 6 % of the total education and training effort in the Civil Service, the running cost for the year 1971-72 was £ 1.8 million, and the total staff employed is about 210 at the three centres.

In general, department undertake training specifically related to their jobs or where a particular need concerns only one department.

The Civil Service College is responsible for meeting the more senior and general training requirements service-wide and for long-term educational courses directed towards improving a man's efficiency in his later career.

Apart from the College itself, departments can and do send students to other educational institutions. These include the military colleges in the U.K. and abroad, and the Administrative Staff College at Henley, as well as universities and various business schools. The choice lies with the departments and not with the College, and must depend on the particular circumstances and prospects of the individual students. The courses at the College are specifically directed towards the needs of civil servants in departments and tend to be shorther - often much shorter - than those in business schools, universities and other institutions.

A. Organisation

Below the level of the Principal and the Deputy Principal the responsibility for teaching in the College is shared between the Directors of Studies and the Directors of Programmes.

The Directors of Studies are responsible for the academic aspects of the College's research programme. And in consultation with the Directors of Programmes they draft syllabuses and deploy the academic staff of the College. They select outside lecturers and advise on the commissioning of courses from universities and other institutions; consult with and advise the Librarian on library services and library policy; and maintain liaison with universities and other educational institutions.

They are expected to undertake some lecturing and seminar work themselves.

The Directors of Programmes are civil servants at Assistant Secretary or Senior Principal level on secondment to the College. It is their task, in conjuntion with the Directors of Studies, to plan and supervise ranges of courses, including the establishment of course objectives, and to ensure that they satisfy approved training needs. This involves close and continuous consultation with the division of the Civil Service Department which is in charge with central responsibility for establishing and correlating training needs throughout the Service. Directors of Programmes work in collaboration with other departments and with certain external agencies to assist the development of courses.

Under the Directors of Studies and the Directors of Programmes there are a body of course directors and lecturers, who are responsible in detail for the satisfactory development, teaching and conduct of courses to meet agreed specifications of needs. Some of them are drawn from the Civil Service and some from outside.

In general then, the teaching staff of the College consists of three main groups :

Civil servants who join the College for a limited number of years and then return to their departments.

Academics - mainly university teachers and specialists in management subjects.

A wide variety of other people from varying backgrounds - including industrial managers and trade unionists - who act as tutors or speakers on their subjects.

B. Courses

Table 1 shows the completed 1971-72 programme of training, with comparative figures for 1970-71, where appropriate in brackets.

TABLE 1

TRAINING PROGRAMME 1971-72

Type of course	Location	No. of courses	No. of students	No. of student weeks
Executive Officer level	Edinburgh	28 (23)	754 (616)	3,016 (2,341)
Administration Trainee and HEO (A)	London	4 (10)	109 (313)	2,363 (2,718)
Graduate specialist	Edinburgh	7	193	772
Middle management (Senior Executive Officer level)	Edinburgh	10 (1)	331 (53)	1,231 (392)
Principal level	London and Sunningdale	72 (55)	1,757 (1,426)	4,816 (4,016)
Senior management (Assistant Secretary level and above)	Sunningdale, London and Edinburgh	76 (64)	1,396 (1,200)	1,644 (1,667)
Management services and other specialised courses	London and Edinburgh	213 (173)	3,600 (3,537)	5,102 (4,814)
Senior seminars (Permanent and Deputy Secretary level)	London	6 (7)	80 (104)	8 (10)
European training :				
a) Europeans attending College courses	Sunningdale, London and Edinburgh	3	40	130
b) British civil servants attending European courses		3	50	290
c) Language training		1	9	20
		423 (333)	8,319 (7,249)	19,392 (15,958)

Thus, approximately 8,300 civil servants and others attended management and specialist courses arranged by the College during the year. More detailed statistics are given in Appendix 5.

Course details are as follows :

1. Courses for Executive Officers and Equivalent Grades :

These courses are essentially developmental, and aimed to increase the participant's understanding of the constitutional framework within which civil servants work, and to cultivate those general skills required for the proper analysis of information, for decision-making and for management. Subject included :

- Public administration;
- Management theory;
- Management of people (e.g. allocation of work, training, interviewing, reporting);
- Work study;
- Organization and Methods;
- Statistics.

2. Courses for Graduate Specialists :

The broad aim of the course is "to help members of the course to gain a better understanding of the system of government in Britain and to develop their management capabilities".

The course consists of one-week blocks of each of the following topics :

- Personnel Management;
- Quantitative Data;
- Economic and Resource Allocation;
- Public Administration.

Presentation was principally by teams of university lecturers. 139 students attended this course in 1971-72. The students had high educational qualifications about half were Honour graduates and a quarter Ph.D's. They came from a range of specialist grades and classes, as shown overleaf :

	%
- Scientific Officers :	54
- Engineers :	18
- Architects :	4
- Surveyors :	5
- Chemist :	2
- Research Class :	2
- Psychologist :	2
- Others :	13

Sixteen government departments were represented, as well as Research Councils, and the Forestry Commission.

3. Training for Administration Trainees and Higher Executive Officers :

These courses last for 15 weeks, broken by two periods of study leave (five days after six weeks; three days after eleven weeks). In addition the equivalent of eight half-day sessions of private study are provided for individual reading and reflection.

Teaching utilises the whole range of available methods : individual exercises, programmed learning; formal lectures, tutorial sessions, syndicate work on case studies, and visits. Of the 81 people involved in the teaching (1971-72), 34 were civil servants, and of the remaining 47, 19 were members of the College staff.

The subjects of the course included :

- Statistics;
- Operational Research;
- Social Administration;
- Micro and Macro-economics;
- Public Administration;
- Personnel Management.

4. Middle Management Courses :

These courses consist of one eight-week course, and nine shorter courses covering : the Management of personnel (four courses), Management techniques and quantitative analysis (three), and administration (two).

Subjects included in the course are :

- General economics;
- Social policy;
- Statistics;
- Management systems and techniques.

5. Courses at Principal Level :

These courses are designed for direct-entry Principals, and are intended to provide an introduction to the structure and operation of British Government.

The subjects offered are :

- Organization and Staff Management :	3 weeks
- Statistics, Computers and information systems :	3 weeks
- Micro-economics and resource allocation :	3 weeks
- Macro-economics and planning :	3 weeks
- Management, Operational research and models :	3 weeks
- Social Administration :	4 weeks
- International economics :	3 weeks
- Personnel Management :	4 weeks
- Job appraisal reviewing :	3 days

There are also a number of other special courses :

6. Residential seminars for lawyers :

Two seminars that enable lawyers in the Civil Service to discuss legal matters affecting their work.

7. Refresher courses for statisticians :

Four one-week courses covering the following subjects :

- Time series analysis;
- Index numbers;
- Multivariate analysis;
- Demographic, acturial and longitudinal study methods.

8. Manpower planning courses :

These short courses are designed to assist the Civil Service Department efforts to extend the application of manpower planning in individual departments in a manner consistent with the department's own central approach.

a) One-week residential senior management seminar (mainly for Assistant Secretaries) designed to present an appreciation of the methods of manpower planning which have been developed to meet modern management needs and of the way in which these are applied in the Civil Service.

b) Residential practitioner courses of two-weeks designed to impart more detailed knowledge to staff (mainly Higher and Senior Executive Officers) who are likely to be directly involved in the manpower planning process.

C. Costs

The running cost of the College comprises:

1. Expenditure borne directly on the Civil Service Department Vote, the provision for the financial year 1972/73 being £ 1,212,000.

2. Allied expenditure borne on the Votes of other government departments. Accomodation and transport charges are met by the Property Services Agency, Department of the Environment : these include the annual rent of the building occupied by the London Centre, the equivalent annual rents of the Crown-owned buildings at Sunningdale Park and Edinburgh, the cost of adaptations, and repairs and maintenance charges. Expenditure on stationery and printing is met by H.M. Stationery Office.

The figures for each of the three centres are given in Table 2 overleaf :

TABLE 2

RUNNING COSTS OF THE COLLEGE 1972-73 (Estimates, in £'s)

	Sunningdale	London	Edinburgh	Total
°) Salaries (220 staff)	160,600(69)	338,000(100)	126,800(51)	625,400
°) Wages (120 staff)	66,000(51)		100,000(69)	166,000
°) Visiting Lecturers' fees and other course expenses	51,100	142,500	37,500	231,100
°) General expenses	41,350	33,900	55,150	130,400
Allied Services :				
Accomodation and transport, provided by DOE	92,150	583,650	77,900	753,700
Stationery and printing, provided by HMSO	21,900	13,000	18,300	53,200
TOTALS	433,100	1,111,050	415,650	1,959,800
Receipts from : (1) Course fee paid by non-Exchequer bodies (2) Lettings of spare accomodation to departmental and other training organisations				157,000
NET COST				1,802,800

°) Revised estimate for financial year 1972-73

(As the College accounts have to conform to government financial arrangements, the figures relate to the financial year ending 31 March 1973 rather than the training year which ended on 31 August 1972).

The full cost of the various courses offered by the College is shown in the scale of course fees for the training year 1971/72 reproduced in Table 3 :

TABLE 3

FEES FOR COLLEGE COURSES FOR THE ACADEMIC YEAR ENDED 31 AUGUST 1972

Course	Length (days)	Cost £
EO (Introduction to management)	20	25
Administration trainee	75	1.100
Graduate specialist	20	295
Middle management	15	205
Middle management	40	540
Economic and social administration	110	1.005
Introduction to government administration	15	170
Organisation and staff management	15	270
Personnel management	15	245
Macro-economics and planning	15	225
Micro-economics and resource allocation	15	230
Industrial growth	15	215
International economics	15	225
Management operational research and models	15	220
Statistics, computers and information systems	15	230
Refresher course for statisticians	5	
Social administration	20	290
European institutions	20	270
EEC course for administrators	10	125
EEC course for lawyers	10	90
Senior management course	20	420
Senior management seminar	4-5	20-100
ADP appreciation	2	25
Basic systems analysis	31	370
ADP preliminary	10	125
ADP projects : managements & controls	5	75
On-line systems	5	70
Decision tables	1	15
O & M practitioner Part I	9	105
O & M practitioner Part II	18	210
Senior O & M practitioner	10	125

TABLE 3 cont.

Course	Length (days)	Cost £
Management by objectives	10	125
O & M machines	5	65
Staff inspectors	10	125
Project network analysis	3	40
Logical trees	2	25
Microcopying	3	35
Forms design	2	30
Registry seminar	1	10
Messenger seminar	1	10
Typing seminar	3	40
Organisation of information	1	10
ITTM Part I	15	155
ITTM Part II	8	85
ITTM Part III	5	55
ITTM Part IV	5	55
New entrant CO Inter-Department, New Entrant CO	3	35
New entrant EO Inter-Department, New Entrant EO	4	45
Personnel work	5	55
Promotion Board conference	2	25
Small department management	5	55
Basic mathematics	3	35
Pool superintendents	5	55

Since it is the normal government practice to avoid inter-department accounting transactions as far as possible, the College makes no charge to central government departments for their staff. Reciprocal arrangements exist whereby French and German civil servants receive free tuition but travelling and accomodation expenses are met by their respective governments. However, all other persons attending College courses including those from non-Exchequer organisations such as the local authorities, nationalised industries etc., pay the full fees.

Care is taken by the College management to see that the charges for College courses are not out of line with the fees payable for comparable courses provided by other educational institutions. A comparative table is given in Table 4 overleaf.

TABLE 4

COMPARISON OF COSTS AND CHARGES FOR THE ACADEMIC YEAR 1971-72

(weekly rates in parenthesis)

	Civil Service College	Outside organisations
Senior management course (Assistant Secretary level)	4 weeks £ 420 (£ 105)	Henley : 3 weeks course at Assistant Secretary level £ 375 (£ 125) Ashridge : 3 weeks course at Assistant Secretary level £ 330 (£ 110) University of Bradford 4 weeks course £ 625 (£ 155)
Principal level courses (non-residential)	3 weeks £ 220 (£ 73)	Cranfield : 10 weeks (including travel abroad) £ 425 (£ 71) University of Bradford 5 weeks courses (non-residential) £ 425 (£ 71) Manchester Business School : 12 weeks course (residential) £ 950 (£ 79)
Middle management (SEO level)	3 weeks £ 205 (£ 68) 8 weeks £ 540 (£ 68)	Ashridge : (SEO level) 4 weeks £ 380 (£ 95) Strathclyde : (SEO level) 3 weeks £ 240 (£ 80)

VIII. EDUCATIONAL LEAVE IN SOME COMPANIES

Companies were asked if time off was allowed for the following reasons :

A. Attending courses related to the Job

	No. of Companies		
	Works	Staff	Management
Paid	40	43	43
Unpaid	4	1	1
Discretionary	2	2	2
Under 18's only	1	1	1
For under 21's only	1	1	1
Total No. of Companies	48	48	48

B. Attending courses not related to the job (only 18 companies responded)

	Works	Staff	Management
Paid-no limit specified	5	5	5
Paid-part-time education only	1	1	1
Taken as part of annual leave	6	6	6
Paid-1 week only	1	1	1
No definite policy	1	1	1
Territorial Army training only	4	4	4

C. Giving lectures

	Works	Staff	Management
Paid	20	34	43 (1)
Unpaid	18	9	2
Discretionary	2	4	2
No response	1	1	1

(1) one company would only grant paid leave to employees on company run courses.

D. Study at home during working hours

	Works	Staff	Management
Paid	5	11(1)	8
Unpaid	31	32	36
Discretionary	2	2	1
No response	2	2	2
Prior to examination only	1	1	1

(1) one company paid trainee accountants only.

E. Examination time

	Works	Staff	Management
Paid	35(1)	45(1)	44(1)
Unpaid	6	3	4

(1) one company stated that paid leave would only be acceptable if the examination was relevant to the job.

Companies were asked to state if there was a limit to the amount of leave allowed for the reasons given in sections A - E, above. The majority of the companies (41) said that they had no specific policy and the amount allowed would depend on the type of course or examination undertaken. The remaining companies gave details of the amount allowed during one year.

	No. of companies
Half day per week	1
Under one week	1
One week only	1
Eight days (home study only)	1
Two weeks	1

An example of the more detailed policy of leave of absence for study given by one company is shown below :

Industrial classification	No. of Employees	Details of Company practice
Chemicals and Allied Industries	1,000 - 1,999	Maximum time off for part-time courses - 1 day a week. Maximum time off for revision - 1 week. Maximum time off for examinations and revision for courses on not less than 240 college attendance hours per year - 1 day's leave for each whole day of examination.

SECONDMENT

Companies were asked to state their policy concerning senior executives seconded to government bodies, industrial training boards or trade federations. The replies given are summarised as follows :

26 Companies allowed paid leave

4 Companies replied that cases would be considered individually

13 Companies had not had to deal with this situation

5 Companies did not reply

SABBATICAL LEAVE

Companies were asked if sabbatical leave was given. Only six companies had a policy; the remaining companies did not reply to this question.

TABLE 5

SABBATICAL LEAVE

Industrial classification	No. of Employees	Details of Company practice
Electrical Engineering	over 10,000	Only normally allowed to pursue strictly related studies. No time limit was specified.
Food, Drink and Tobacco	5,000 - 9,999	Senior management received one month's extra leave in a five year period.
Food, Drink and Tobacco	over 10,000	Depends entirely on the circumstances. If an individual wanted to do a MBA course in the USA for example, time off would be allowed and possibly some financial assistance might be given.

Industrial classification	No. of Employees	Details of Company practice
Food, Drink and Tobacco	2,000 - 4,999	Senior management allowed one month's paid leave after reaching the age of 45 and completing ten years service.
Construction	over 10,000	Leave granted to take a second degree - employment rights retained with payment for part of the study period.

TRADE UNION AND PROFESSIONAL ASSOCIATION MEETING

Companies were asked if leave of absence is granted for attendance at professional and trade union meetings.

The following is a summary of the replies.

1. Professional meetings

	No. of Companies
Paid	30
Unpaid	3
Not given	15

The amount of paid leave was not specified, although several companies indicated that it would depend upon circumstances and whether a committee member or official.

2. Local trade union meetings

	No. of Companies
Paid	15
Unpaid	7
Not given	15

3. Time off for shop stewards to deal with trade union responsibilities

	No. of Companies
Paid	33 (1)
Unpaid	2
Not given	1

SUMMARY

The main purpose of this brief survey of company practice was to find out what study arrangements exist, whether companies differed in their treatment of senior executives, staff and works employees and whether this leave was paid or unpaid. It was not intended to give comparisons across industries for which a far larger sample and a more detailed survey would have been required. Appendix 6 gives an analysis of the participating companies by industry and from this it can be seen that the Food, Drink and Tobacco and Chemical Industries accounted for over one third of the responses.

Companies appeared to be the most generous with leave for personnel reasons.

Only seven companies had a policy for sabbatical leave and this was generally in the form of accumulated leave after a stated number of years service. Two companies did state their practice for employees wishing to take leave for study purposes.

Despite the exceptional variance between firms for specific leave arrangements, it is apparent from this brief survey that many companies have adopted very similar policy on special leave arrangements for education and training.

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(1) Four of the companies included in the number giving paid leave stipulated the following conditions :

- within site agreement;
- paid leave for attendance at local joint committees within negotiating machinery;
- limit of four days within one year;
- paid if requested by company and on company business only.

Most companies indicated that their approach to study leave was generally more flexible. Even in those cases where there is a stated policy or procedure, the length of service and a personal assessment of the employee plus the nature of his request would be factors taken into account.

GLOSSARY

Government Training Centres	: A centre run by the Department of Employment specialising in accelerated vocational training courses for adults.
Accelerated Vocational Training	: A system of training which helps adult workers to acquire, in a few months, knowledge and skills so that they can occupy jobs demanding a defined level of qualifications. Most standard courses are of six months duration.
Up-grading Training	: Training to extend the skills of a worker in order to qualify him for a similar but higher grade job.
Refresher Training	: Further training in work currently performed in order to improve performance.
Conversion Training	: Training for an occupation calling for skills which are basically the same as those used in the trainee's previous occupation.
Group Training Association	: An association of two or more employers to carry out all or some aspects of training, and employing at least one full-time specialist for the planning, organization and control of training.
Group Training Centre	: A training centre maintained by a Group Training Association.
On-the-job Training	: Training given in the normal work situation.
Off-the-job Training	: Training required for a task given away from the normal work situation and day-to-day pressures.

Technician	: Occupying a position between that of qualified scientist, engineer or technologist on the one hand and the skilled craftsman or operative on the other.
Craftsman	: A skilled worker in a particular craft who is able to apply a wide range of skills and knowledge to basically non-repetitive work with a minimum of direction and supervision. It requires practical training, usually under an apprenticeship, normally combined with an appropriate course of technical education.
Operator/Operative	: A worker directly concerned with production or service in a wide range of industries, possessing skill and knowledge of a narrower range than craftsman.
Further Education	: In the context of industrial training, full or part-time education of vocational nature for persons who have left school.
Further Education College	: In the context of industrial training, establishments providing full-time, sandwich and part-time courses of a vocational nature for students who have left school.
Day Release/Block Release	: The system by which employees are release from work by their employers without loss of pay for the purpose of attending a course of further education associated with industrial training. Day release courses provide part-time education, usually for 1 day a week. Block release courses provide full-time education for longer periods.
Sandwich Course	: A course consisting of alternate periods of study in a university or further education college and of industrial experience given by an employer. At least 19 weeks of each year of the course is spent in the university or college.
Integrated Course	: A full-time course combining industrial training and associated further education.

STUDENTS RELEASED BY THEIR EMPLOYERS DURING WORKING HOURS TO TAKE PART-TIME DAY COURSES AT PUBLIC SECTOR AND ASSISTED ESTABLISHMENTS

APPENDIX 1

Autum 1972

Further education

Number of students

INDUSTRY OF EMPLOYER	Age at 31 December 1972																
	15		16		17		15-17			18-20		21 and over		All students			
	Men	Women	Men	Women	Men	Women	Men	Women	Total	Men	Women	Men	Women	Men	Women	Total	
1 Agriculture, forestry and fishing	1.283	38	2.946	140	2.740	176	6.974	354	7.328	3.404	208	1.172	201	11.550	763	12.313	1
2 Mining and quarrying	506	6	1.621	37	2.335	74	4.466	117	4.583	5.325	116	5.406	60	15.197	293	15.490	2
Manufacturing industries:																	
3 Food, drink and tobacco	411	171	1.099	411	1.244	446	2.754	1.028	3.782	2.959	643	3.085	714	8.798	2.385	11.183	3
4 Coal and petroleum products	24	3	266	18	427	20	717	41	758	1.176	59	963	47	2.856	147	3.003	4
5 Chemical and allied industries	79	82	854	382	1.395	532	2.328	996	3.324	5.626	1.033	5.337	649	13.291	2.678	15.969	5
6 Metal manufacture	674	109	2.922	426	3.922	578	7.518	1.113	8.631	10.216	632	4.130	141	21.864	1.886	23.750	6
7 Mechanical engineering	1.822	233	8.248	857	11.927	912	21.997	2.002	23.999	30.776	925	8.004	214	60.777	3.141	63.918	7
8 Instrument engineering	65	18	415	99	733	97	1.213	214	1.427	2.275	90	1.200	54	4.688	358	5.046	8
9 Electrical engineering	792	112	4.341	469	6.252	450	11.385	1.031	12.416	16.323	482	6.800	219	34.508	1.732	36.240	9
10 Shipbuilding and marine engineering	358	8	1.992	53	2.514	63	4.864	124	4.988	5.184	74	813	17	10.861	215	11.076	10
11 Vehicles	781	61	3.515	318	4.809	355	9.105	734	9.839	11.525	471	5.129	146	25.759	1.351	27.110	11
12 Metal goods not elsewhere specified	368	83	1.335	271	1.873	328	3.576	682	4.258	5.119	233	1.907	100	10.602	1.015	11.617	12
13 Textiles	170	115	465	241	655	262	1.290	618	1.908	2.182	321	1.772	136	5.244	1.075	6.319	13
14 Leather, leather goods and fur.	9	13	42	29	37	44	83	86	174	115	17	85	12	288	115	403	14
15 Clothing and footwear	147	161	327	280	364	188	838	629	1.467	727	197	565	222	2.130	1.048	3.178	15
16 Bricks, pottery, glass, cement, etc.	131	23	452	125	585	128	1.168	276	1.444	1.787	172	1.482	80	4.437	528	4.965	16
17 Timber, furniture, etc.	765	22	1.858	77	1.838	65	4.461	164	4.625	2.615	64	596	37	7.672	265	7.937	17
18 Paper, printing and publishing	248	62	1.485	232	2.589	262	4.322	556	4.878	8.303	368	2.685	274	15.310	1.198	16.508	18
19 Other manufacturing industries	81	43	462	165	874	205	1.417	413	1.830	2.614	252	1.719	108	5.750	773	6.523	19
20 Construction	5.294	51	13.676	198	13.934	249	32.904	498	33.402	24.896	247	8.171	145	65.971	890	66.861	20
21 Gas, electricity and water	233	42	1.819	323	2.915	469	4.967	834	5.801	7.608	688	4.390	188	16.965	1.710	18.675	21
22 Transport ant communication	508	219	3.006	980	4.923	1.047	8.437	2.246	10.683	11.392	408	7.315	307	27.144	2.961	30.105	22
23 Distributive trades	699	766	2.454	1.567	3.020	1.501	6.173	3.834	10.007	5.787	1.615	2.878	656	14.838	6.105	20.943	23
24 Insurance, banking and finance	30	68	216	332	677	414	923	814	1.737	3.089	830	3.927	545	7.939	2.189	10.128	24
25 Professional and scientific services	601	394	2.211	2.934	3.061	4.628	5.873	7.956	13.829	11.055	6.719	16.758	7.960	33.686	22.635	56.321	25
26 Miscellaneous services	3.314	4.103	9.854	6.223	10.905	4.973	24.073	15.299	39.372	18.760	3.745	5.073	2.369	47.906	21.413	69.319	26
27 Public administration and defence	925	346	4.381	2.871	6.738	5.053	12.044	8.270	20.314	15.691	6.048	28.667	8.602	56.402	22.920	79.322	27
28 Industry not stated	88	24	257	47	139	43	484	114	598	181	46	173	397	838	557	1.395	28
29 TOTAL	20.411	7.376	72.519	20.105	93.429	23.562	186.359	51.043	237.402	216.710	26.703	130.202	24.600	533.271	102.346	635.617	29
30 Total 1968	31.009	8.804	87.667	22.737	109.816	26.145	228.492	57.686	286.178	251.358	25.481	142.122	16.044	621.972	99.211	721.183	30
31 Total 1969	29.386	9.051	87.223	24.242	109.323	26.844	225.932	60.137	286.069	248.847	26.518	147.033	18.059	621.812	104.714	726.526	31
32 Total 1970	25.741	8.401	83.515	23.242	108.746	27.114	218.002	58.757	276.759	235.141	27.115	145.600	20.836	598.743	106.708	705.451	32
33 Total 1971	21.254	7.589	73.721	20.599	101.166	24.771	196.141	52.959	249.100	225.056	26.716	138.416	21.690	559.613	101.365	660.978	33
34 Total 1972	20.411	7.376	72.519	20.105	93.429	23.562	186.359	51.043	237.402	216.710	26.703	130.202	24.600	533.271	102.346	635.617	34

Source: Education Statistics for the United Kingdom 1972. HMSO 1974

TEACHERS IN TRAINING

APPENDIX 2

Students admitted to courses of initial training, 1963 to 1972

Calendar years

	1963	1964	1965	1966	1967	1968	1969	1970	1971	1972
Men										
Courses for graduates										
One-year										
In university departements education	2.025	1.984	1.951	2.077	2.136	2.313	2.343	2.424	2.566	2.625
In colleges of education	820	862	741	825	985	1.272	1.549	1.931	3.186	4.161
Two-year										
In university departement of education (1)	•	•	•	•	•	•	7	12	12	7
Courses for non-graduates										
One-year general	115	104	83	97	45	82	124	118	199	293
One-year specialist	1.242	1.482	1.351	1.418	1.505	1.611	1.429	1.581	1.798	1.985
Two-year	390	415	452	579	642	659	490	406	465	436
Three and four-year (2)	5.945	6.750	7.767	8.952	9.650	10.409	10.297	10.059	10.881	10.849
All students	10.537	11.597	12.345	13.948	14.963	16.346	16.239	16.531	19.107	20.356
Women										
Courses for graduates										
One-year										
In university departements education	1.407	1.776	1.776	1.898	2.196	2.480	2.461	2.706	2.653	2.706
In colleges of education	8I6	868	959	1.034	1.319	1.696	2.008	2.499	3.481	3.918
Courses for non-graduates										
One-year general	53	53	63	62	69	76	149	276	328	389
One-year specialist	688	903	971	939	1.181	1.333	1.474	1.462	1.558	1.518
Two-year	546	667	766	1.373	1.430	1.450	1.062	881	773	607
Three year and four year (2)	16.614	19.172	23.235	25.555	27.314	29.853	29.482	29.000	29.792	29.084
All students	20.124	23.439	27.770	30.861	33.509	36.888	36.636	36.824	38.585	38.222
Men and women	30.661	35.036	40.115	44.809	48.472	53.234	52.875	53.355	57.692	58.578

(1) See paragraph 26 of the Explanatory Notes
(2) In Northern Ireland a five-year honours degree and training courses was provided until 1966.

Source: Education Statistics for the United Kingdom 1972. HMSO 1974

TEACHERS IN TRAINING

APPENDIX 2
(continuation)

Students in initial training courses, 1963 to 1972

October (3)

	1963	1964	1965	1966	1967	1968	1969	1970	1971	1972
Men										
Courses for graduates										
One-year										
In university departements education	2.026	1.987	1.953	2.077	2.139	2.313	2.345	2.424	2.566	2.625
In colleges of education	825	865	734	824	988	1.274	1.549	1.933	3.196	4.155
Two-year										
In university departements education (1)	.	.	.	.	.	.	7	18	25	21
Courses for non graduates										
One-year general	115	105	83	97	45	82	124	121	200	293
One-year spacialist	1.242	1.482	1.358	1.422	1.510	1.611	1.429	1.580	1.798	2.010
Two-year	682	790	857	1.027	1.243	1.320	1.135	856	851	873
Two-year and four-year (2)	15.216	17.356	19.944	23.023	25.931	28.248	29.438	30.099	30.922	31.446
All students	20.106	22.585	24.938	28.470	31.856	34.848	36.027	37.031	39.558	41.423
Women										
Courses for graduates										
One-year										
In university departements education	1.408	1.780	1.776	1.898	2.199	2.480	2.462	2.706	2.652	2.706
In colleges of education	818	876	963	1.035	1.326	1.699	2.028	2.510	3.496	3.934
Courses for non-graduates										
One-year general	53	53	63	62	69	76	149	282	330	394
One-year specialist	688	904	977	951	1.214	1.344	1.470	1.493	1.558	1.542
Two-year	987	1.193	1.400	2.123	2.763	2.930	2.475	1.865	1.591	1.325
Three-year and four-year (2)	42.463	48.351	57.107	65.731	73.720	79.973	82.839	84.792	85.539	84.904
All students	46.417	53.157	62.286	71.800	81.291	88.502	91.423	93.648	95.166	94.805
Men and women	66.523	75.742	87.224	100.270	113.147	123.350	127.450	130.679	134.724	136.228

(1) See paragraph 26 of the Explanatory Notes.
(2) In Northern Ireland a five honours degree and training course was provided until 1966.
(3) The figures for Scotland included in this table apply to November of each year.

Source: Education Statistics for the United Kingdom 1972. HMSO 1974

APPENDIX 3

TEACHERS IN TRAINING

Students successfully completing courses of initial training 1962-63 to 1971-72

Academic years

	1962-63	1963-64	1964-65	1965-66	1966-67	1967-68	1968-69	1969-70	1970-71	1971-72
Men										
Courses for graduates										
One-year										
In university departements of education	1.826	1.927	1.837	1.838	1.925	2.028	2.194	2.204	2.262	2.396
In college of education	682	766	809	664	772	873	1.146	1.417	1.764	2.943
Two-year										
In university departements of education (1)	.	.	.	.	.	.	.	.	6	14
Courses of non-graduates										
One-year general	68	105	99	77	83	40	74	103	129	187
One-year specilist	988	1.202	1.422	1.256	1.380	1.403	1.486	1.345	1.454	1.673
Two-year	374	269	354	364	476	534	559	555	403	301
Three-year	3.646	4.000	4.132	4.989	5.555	6.452	7.487	6.721[2]	6.851[2]	6.616[2]
Four-year (3)	161	135	163	152	191	215	205	210	1.347[2]	1.577[2]
All courses	7.745	8.404	8.816	9.340	10.382	11.545	13.151	12.555	14.216	15.707
Women										
Courses for graduates										
One-year										
In university departements of education	1.286	1.353	1.722	1.720	1.829	2.150	2.395	2.372	2.611	2.551
In college of education	645	769	835	892	966	1.214	1.559	1.883	2.323	3.268
Courses of non-graduates										
One-year general	39	45	51	57	54	66	66	135	286	315
One-year specialist	525	644	841	912	996	1.107	1.261	1.395	1.382	1.472
Two-year	467	410	499	577	741	1.204	1.250	1.250	947	710
Three-year	10.407	11.681	12.629	14.775	16.879	20.260	22.339	21.857[2]	22.836[2]	22.527[2]
Four-year (3)	136	134	145	122	124	154	206	308	1.937[2]	2.467[2]
All courses	13.505	15.036	16.722	19.055	21.589	26.155	29.076	29.200	32.322	33.310
Men and women	21.250	23.440	25.538	28.395	31.971	37.700	42.227	41.755	46.538	49.017

(1) See paragraph 26 of the Explanatory Notes.
(2) See paragraph 28 of the Explanatory Notes.
(3) Most students take a four-year courses but in Northern Ireland a five-year honours degree and training courses was provided until 1966.

Source: Education Statistics for the United Kingdom 1972. HMSO 1974

APPENDIX 4

WEEKLY RATES OF TRAINING ALLOWANCES FROM 9 OCTOBER 1972

Age and domestic responsibilities	Living at home		Living away from home in accommodation arranged by or on behalf of the Department	
	Men	Women	Men	Women
I. Aged 20 and over without wife or other dependants	11,75	10,75	9,25	8,75
II. Married men of any age and women and unmarried men aged 19 or over with dependants :				
1° With wife or maintaining adult dependant(s) ..	14,90	13,90	13,90	12,90
2° With wife (or maintaining adult dependant(s) and maintaining one dependant child under 19 .	16,50	15,50	15,50	14,50
3° With wife (or maintaining adult dependant(s) and maintaining two dependant children under 19	17,70	16,70	16,70	15,70
4° With wife (or maintaining adult dependant(s) and maintaining three dependant children under 19	18,80	17,80	17,80	16,80
5° With wife (or maintaining adult dependant(s) and maintaining four dependant children under 19	19,90	18,90	18,90	17,90
6° With wife (or maintaining adult dependant(s) and maintaining five or more dependant children under 19	21,00	20,00	20,00	19,00
7° Maintaining one dependant child under 19	13,35	12,35	12,35	11,35
8° Maintaining two dependant children under 19 ..	14,55	13,55	13,55	12,55
9° Maintaining three dependant children under 19	15,65	14,65	14,65	13,65
10° Maintaining four dependant children under 19 .	16,75	15,75	15,75	14,75
11° Maintaining five or more dependant children under 19	17,85	16,85	16,85	15,85
II. Under age 20 without wife or dependants :				
Aged 19	9,50	9,50	7,00	7,00
Aged 18	7,50	7,50	5,50	5,50
Aged 17	6,00	6,00	5,00	5,00
Aged 16 and 15	5,00	5,00	4,00	4,00

RM 53450/1/743 10m 10/72 TL   Source : Department of Employment and Productivity Leaflets. 1974

APPENDIX 5

TRAINING STATISTICS

Details are given below, by level of responsibility, of the students who attended College courses in 1971-72. The following pages show the number of civil servants attending from the three main occupational groups, and the departments and other authorities represented.

The abbreviations are explained below :

SMC : Senior management courses

SMS : Senior management seminars including Under Secretary and JAR Seminars

1/2 Day SEM : Half-day seminars at Permanent Secretary and Deputy Secretary level

P : Principal level courses

MM : Middle management courses

AT/ : Administration Trainee

HEO (A) and HEO/A courses

EO : Courses for Executive Officers

GRAD : Courses for graduate

SPEC : specialists

ADP : Specialised courses in automatic data processing

O&M : Specialist training for organisation and methods practitioners

ITTM : Instructional techniques and training methods and other specialised courses

SGTU : Small group training

SPEC EURO : Special European courses

NUMBERS OF COURSE MEMBERS BY LEVEL OF RESPONSIBILITY

GRADE	SMC	SMS	1/2-DAY SEM	P	MM	AT/ HEO(A)	EO	GRAD SPEC	ADP	O&M	ITTM	SGTU	SPEC EURO	TOTAL
Under Secretary and above		81	79	1									1	162
Asst Secretary and equivalent	82	745	1	45					4	3		2	24	906
Snr Principal and equivalent	93	247		30	1				4	5			4	384
Principal and equivalent	11	128		1289	13			6	109	82	3	64	24	1729
SEO and equivalent		9		282	297		4	85	270	240	17	98	5	1307
AT/HEO(A)				5		103			11				1	120

APPENDIX 5 cont.

		1/2-DAY												
GRADE	SMC	SMS	SEM	P	MM	AT/ HEO(A)	EO	GRAD SPEC	ADP	O&M	ITTM	SPEC SGTU	EURO	TOTAL
HEO and equivalent				101	20	4	36	91	513	500	126	72	-	1463
EO and equivalent						2	709	11	670	302	150	72	-	1920
Other grades							5		172	19		92	(*) 40	328
TOTAL	186	1210	80	1757	331	109	754	193	1753	1151	296	400	99	8319

(*) French and German civil servants attending special courses.

ATTENDANCE BY THE THREE MAIN OCCUPATIONAL GROUPS

Administration Group														
Under Secretary and above		79	73										1	153
Assistant Secretary	25	246	1	30					4	3		2	23	334
Senior Principal	9	52		15					4	5			3	88
Principal	2	35		559	1				93	60	3	61	16	830
SEO		3		167	193			1	237	206	16	98	1	922
HEO(A)						64								64
Administration Trainee				5		39			11				1	56
HEO				34			12		452	467	118	61		1144
EO						2	616		629	277	141	39		1704
Below EO									161	18		57		236
Science Group														
Deputy Chief Scientific Officer	1	18												19
Senior Principal Scientific Officer	34	90		1										125

GRADE	SMC	SMS	1/2-DAY SEM	P	MM	AT/ HEO(A)	EO	GRAD SPEC	ADP	O&M	ITTM	SGTU	SPEC EURO	TOTAL
Principal Scientific Officer	1	6		152	1				4	11		1		176
Senior Scientific Officer		1		26	35			38	15	10				125
Higher Scientific Officer					1		1	2	5					9
Scientific Officer							6	68	14					88
PROFESSIONAL AND TECHNOLOGY GROUP														
Directing Professional and Technology Officer	9	21												30
Superintending Professional and Technology Officer	42	98		12	1									153
Principal Professional and Technology Officer		8		150	4				3	4		2	1	172
Professional and Technology Officer Grade I				35	24			42	6	4			1	112
Professional and Technology Officer Grade II				7	10		9		7					33
Professional and Technology Officer Grade III							1	7	11					19
Professional and Technology Officer Grade IV									9					9
Others (including non-civil servants)	63	553	6	564	61	4	109	35	88	86	18	79	(*)52	1718
TOTAL	186	1210	80	1757	331	109	754	193	1753	1151	296	400	99	8319

(*) Includes 40 French and German civil servants attending special courses.

APPENDIX 5 cont.

ATTENDANCES BY DEPARTMENTS

DEPARTMENT	SMC	SMS	1/2-DAY SEM	P	MM	AT/ HEO(A)	EO	GRAD SPEC	ADP	O&M	ITTM	SGTU	SPEC EURO	TOTAL
Agriculture, Fisheries and Food	5	46	3	87	37	5	7	10	54	25	3	7	10	299
Aviation Supply							1							1
British Museum		10		8			4		45	4		16		87
British Museum (Natural History)				1					1					2
Business Statistics Office									8					8
Cabinet Office	1	17	2	9	1	2	4		9	2		9		56
Central Statistics Office		1		7										8
Central Office of Information	4		1	15			1		1	7	1	5		35
Charity Commission				1			4			2	1	1		9
Civil Service Department	1	23	2	26	2	1	3		107	26	9	12		212
Civil Service Pay Research Unit		1							4			3		8
Commons, House of		1		5										6
Crown Estate Commissioners							4		2	1		5		12
Crown Office		12		2	1									15
HM Customs and Excise	8	37	1	88	23	1	77		143	64	8	21	9	480
Decimal Currency Board											18	2		20
Defence, Ministry of	29	108	7	135	32	12	101	19	159	134	9	11		756
Defence (Procurement Executive)	23	21		57	16			30		8		2		157
Diplomatic Wireless Service		4		1				1	1					7
Education and Science	2	21	4	39	13	5	7	1	125	39	4	3		264

APPENDIX 5 cont.

DEPARTMENT	SMC	SMS	1/2-DAY		MM	AT/ HEO(A)	EO	GRAD SPEC	ADP	O&M	ITTM	SPEC SGTU	EURO	TOTAL
			SEM	P										
Employment	6	30		93	25	5	51		19	75	18	16	2	340
Environment	32	92	7	228	19	17	59	30	117	71	29	42	12	755
Exchequer and Audit			3	5	1		2		10					21
Exports Credits Guarantee Department		11		13	3		7		98	7	3	4	2	148
Foreign and Commonwealth Office	4	38	3	93		3	22		140	29	1	4	7	340
Foreign and Commonwealth Office (ODA)		2		20	10	6		16	23	30	3	1		111
General Registry Office		2		3	1		4		13	1	1			25
Government Actuary Department		1	3	2				2						8
Government Communications Bureau	3	3							11	12				29
Government Communications Headquarters		5	1	52			1	2	3	9	6	3		82
Health and Social Security	4	73	6	105	15	6	113	6	110	128	53	24		643
Home Office	2	26		34	8	9	20	8	94	22	5	10		238
Inland Revenue	3	42	1	73	23	2	103		51	57	23	12		390
Land Registry		9	2	11	4		8		13	15	4	12		78
Law Officers Department		3												3
Lord Chancellor's Department		5	5	16	2		5		22	12	10	15		92
Lords, House of				3										3
Meteorological Office		1								7				8
National Debt Office		1							4					5

APPENDIX 5 cont.

DEPARTMENT	SMC	SMS	1/2-DAY SEM	P	MM	AT/ HEO(A)	EO	GRAD SPEC	ADP	O&M	ITTM	SGTU	SPEC EURO	TOTAL
National Economic Development Office		5		2						3		4		14
National Library of Scotland							1							1
National Savings		7	1	3	20		19		29	61	4	8		152
Office of Parliamentary Commissioner for Administration	2							16			1		19	
Office of Population Censuses and Surveys		1		21	3		13			16	6	14		74
Ordnance Survey		5		6	1		5		23	7	3	2		52
Passport Office									24		2	6		32
Paymaster General's Office		1					2		73	4	2	4		86
Posts and Telecommunications	1	3	1	10	5	1	1	2				10	1	35
Principal Probate Registry				1										1
Public Prosecutions, Director of												3		3
Public Record Office		2		1				2				7		12
Public Trustee Office	2	3		4			6					7		22
Public Works Loan Board							2		2			4		8
Registrar of Restrictive Trading Agreements			1											1
Registry of Friendly Societies			1	1					1		1			4
Register of Scotland		1		1	1		1							4
Registry of Trade Unions and Employers Associations		1												1

APPENDIX 5 cont.

DEPARTMENT	SMC	1/2-DAY SMS	SEM	P	MM	AT/ HEO(A)	EO	GRAD SPEC	ADP	O&M	ITTM	SGTU	SPEC EURO	TOTAL
Royal Courts of Justice				3					1					4
Royal Mint		1		2			1		7	4		4		19
Scottish Courts							2							2
Scottish Office	8	99	2	72	8	5	16	6	1	30	13	18	4	282
Security Service									35	10				45
Stationery Office, HM		14	1	5	4		14		9	16		8		71
Tate Gallery								1	5					6
Trade and Industry	20	56	9	150	36	19	31	26	95	48	11	10	6	517
Treasury, HM		18	5	40		7	1		15	14	7	5	1	113
Treasury Solicitor's Office		1	2									8	1	12
University Grants Committee				1										1
Water Resources Board		1					3		2					6
Welsh Office	2	7		12	3		3			5	3	5		40
Non-Exchequer Bodies (*)	26	336	6	190	14	3	25	31	27	146	35	32	44	915
TOTAL	186	1210	80	1757	331	109	754	193	1753	1151	296	400	99	8319

(*) Includes 40 French and German civil servants attending special courses.

APPENDIX 6

ANALYSIS OF PARTICIPATING COMPANIES BY INDUSTRY CLASSIFICATION

Type of Firm	No. of Companies
Food, Drink and Tobacco	10
Chemicals	8
Metal Manufacture	1
Mechanical Engineering	3
Electrical Enginnering	7
Vehicles	4
Metal Goods	1
Bricks, Pottery, Glass, Cement	2
Paper, Printing and Publishing	3
Other Manufacturing Industries	3
Construction	2
Transport and Communication	2
Distributive Trades	2

APPENDIX 6A

ANALYSIS OF PARTICIPATING COMPANIES BY TOTAL EMPLOYED

	No. of Companies
Less than 500	2
500 - 999	8
1,000 - 1,999	12
2,000 - 4,999	9
5,000 - 9,999	6
10,000 - or over	11
	Total 48

APPENDIX 6B

ANALYSIS BY INDUSTRY CLASSIFICATION AND NUMBER EMPLOYED

Industrial Classification	Total	less than 500	500 – 999	1000 – 1999	2000 – 4999	5000 – 9999	10,000 or over
	48	4	8	10	9	6	11
Food, Drink and Tobacco			2	2	4	1	1
Chemicals & Allied		2	1	4	1		
Metal Manufacture							1
Mechanical Engineering		1	1			1	
Electrical Engineering				2	1	2	2
Vehicles				1		2	1
Metal Goods not elsewhere specified					1		
Bricks, Pottery Glass, Cements etc.,				1			1
Paper, Printing & Publishing			2		1		
Other Manufacturing			1		1		1
Construction				1			1
Transport		1					1
Distributive							2

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